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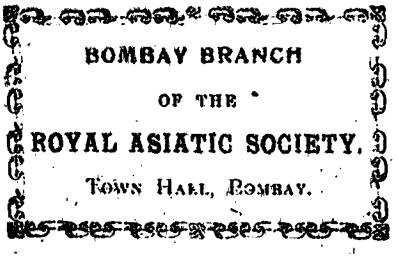

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ROYAL COMMISSION

ON

LABOUR IN INDIA

EVIDENCE

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Vol. IX

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NOTE TO PART I.

In this part is reproduced the bulk of the evidence submitted to the Commission in the form of written memoranda in reply to the list of subjects circulated in August 1929. In preparing this volume the Commission have sought to retain all matter likely to be of permanent interest to students of the subject, and not available elsewhere. Material supplied to the Commission which has already been printed and published elsewhere has in general not been reproduced. Where memoranda have been abridged all considerable omissions have been indicated in the text.

Terms of Reference.

"To inquire into and report on the existing conditions of labour in industrial undertakings and plantations in British India, on the health, efficiency and standard of living of the workers, and on the relations between employers and employed, and to make recommendations."

Note.—"Industrial undertaking" for the purpose of the Commission is interpreted as in Article I of the Washington Hours Convention, which is as follows :—

"For the purpose of this Convention, the term 'industrial undertaking' includes particularly :—

"(*a*) Mines, quarries, and other works for the extraction of minerals from the earth.

"(*b*) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed ; including shipbuilding and the generation, transformation and transmission of electricity or motive power of any kind.

"(*c*) Construction, reconstruction, maintenance, repair, alteration, or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gaswork, waterwork or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.

"(*d*) Transport of passengers or goods by road, rail, sea, or inland waterway, including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand."

* * * * * * * * * *

The competent authority in each country shall define the line of division which separates industry from commerce and agriculture.

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LIST OF SUBJECTS.

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(1) *Origin of Labour.*
- (i) Extent of migration.
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- (v) Possible substitutes.

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(63) *Hours worked per day and per week.*
(i) Normal, i.e. as determined by custom or agreement.
(ii) Actual, i.e. including overtime.
(iii) Spreadover, i.e. relation between hours worked and hours during which worker is on call.

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1	Mr. Harold E. Clay ..	National Secretary, Passenger Services Group, Transport and General Workers' Union. Transport House, Smith Square, Westminster, London, S. W. 1.	1—9	155—173, L-1.
2	Mr. C. J. Spencer ..	General Manager, The Metropolitan Tramways, Limited, 55, Broadway, London, S. W. 1.	10—14	173—183, L-150.
3	Captain L. H. Green, M.A.	Secretary, Flour-Milling Employers' Federation, 28, King's Road, Chelsea, S. W. 3.	15—16	183—187, L-231.
4	Mr. R. R. Bannatyne, C.B.	Assistant Secretary, Home Office, Whitehall, London.	17—30	187—197, L-277.
5	Sir Gerald Bellhouse, C.B.E.	Chief Inspector of Factories, Home Office, Whitehall, London.	17—30	198—215, L-370.
6	Sir Walter Kinnear, K.B.E.	Controller of Health Insurance, Ministry of Health, Whitehall, London, S. W. 1.	31—41	215—236, L-550.
7	Mr. J. F. G. Price, C.B.	Principal Assistant Secretary, Unemployment Insurance Department, Ministry of Labour.	42—88	237—259, L-733.
8	Mr. F. W. Legget ..	Principal Assistant Secretary, General Department.	42—88	260—285, L-947.
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Ministry of Labour, Whitehall, London.

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9	Mr. H. L. French, C.B., O.B.E.	Principal Assistant Secretary, Ministry of Agriculture and Fisheries, 7, Whitehall Place, London, S. W. 1.	89—96	285—304, L-1142.
10	The International Labour Office.	Geneva	97—146	..
11	British Social Hygiene Council.	Carteret House, Carteret Street, London, S. W. 1.	147—152	..

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PART I.

Written Evidence.

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Committees. The Constitution of these Bodies, as approved by the National Council, is here given :—

Objects.—1. To provide means whereby the workpeople may be given a wider interest in, and greater responsibility for, the local conditions under which their work is performed.

2. To promote the welfare of the workpeople and to endeavour to maintain good relationship between them and the management.

3. To secure the observance of all collective agreements entered into by District Councils and the National Council in all departments of the undertaking to which they apply.

4. To promote the efficiency and success of the undertaking, and to secure the co-operation of all concerned to those ends.

5. To promote the efficiency of the services and the investigation of circumstances tending to reduce efficiency, or in any way interfering with the satisfactory working of the undertaking.

Constitution.—1. The Works Committee shall be composed of (*a*) representatives of the workpeople, and (*b*) representatives of the management.

2. The members on the workpeople's side must be employees of the undertaking and shall, as far as possible, be representative of all branches or departments of the undertaking.

3. The Works Committee shall have powers to appoint, or to arrange for the appointment of Sub-Committees where deemed necessary.

Officers.—4. The Works Committee shall appoint a Chairman and a Vice-Chairman, representative of each side as in the case of the National Council. Each side shall appoint its own Secretary, and if a Secretary is not employed on the undertaking he shall have power to take part in the discussions, but shall not vote. The Secretaries shall hold office for one year and be eligible for re-election, and should a vacancy occur a successor shall be appointed within a reasonable period.

(*a*) *Workers' Side of Committee.*—1. The number of representatives shall be determined locally.

2. The representatives shall be elected by the members of Trade Unions catering for employees on the traffic staffs and the semi-skilled and unskilled men employed in the undertaking.

NOTE.—A Works Committee may, where deemed desirable give representation to the workpeople who are members of the Craft Unions.

3. The representatives shall hold office for one year. They shall be eligible for re-election.

4. Should a vacancy occur, a successor shall be appointed within a reasonable period.

(*b*) *Management Side of Committee.*—1. The number of representatives of employers shall be determined by the management, but shall not exceed the number of the representatives of the workpeople.

2. The representatives of the employers shall hold office for one year. They shall be eligible for re-election.

3. Should a vacancy occur a successor shall be appointed within a reasonable period.

Procedure.—1. Meetings of Works Committees shall be held at regular intervals of about four weeks. The meetings shall be held during office hours.

2. The agenda of business shall be submitted by the Secretaries to each member of the Committee at least * hours before a meeting.

*(Each Committee will make their own arrangements.)

3. No business other than that appearing on the agenda shall be transacted at any meeting unless both sides agree to its introduction.

4. Reasonable facilities should be provided for meetings of the workers' side of the Committee in the undertaking, normally after working hours or during meal hours.

5. The Manager shall give the Secretary of the Workers' side reasonable facilities to carry out the duties for which he is appointed.

6. The workers' representatives should be paid at their ordinary rate for wages lost in attending meetings of the Works Committee.

7. The administrative expenses of the Works Committee shall be defrayed in equal shares by the two sides of the Committee.

8. Duplicate books of Minutes shall be kept, one by the Secretary of each side; all Minutes of the Works Committee shall be agreed by the two Secretaries.

9. Copies of the Minutes of all meetings of the Works Committees signed by the Chairman must be sent to the Secretaries of the District Council within seven days of the meeting.

10. No recommendation shall be regarded as made, or resolution passed, unless it is approved by a majority of the members present on both sides of the Works Committee.

11. The Works Committee shall not have any power to come to an agreement inconsistent with District or National agreements.

12. The Works Committee shall not address any communication directly to Government Departments.

Special Functions.—The consideration of the following matters:—

1. Working hours, time-recording, duty schedules, running schedules and similar matters
2. The payment of wages (time, form of pay-ticket and method of payment).
3. Arrangements for holidays.
4. Questions of physical welfare (provision of meals and suitable rooms, drinking water, lavatories and washing accommodation, cloakrooms, ventilation, heating and sanitation, accidents, safety appliances, car equipment, first-aid, ambulance, and similar matters.
5. Improvements in methods and organisation of work, and of safeguarding the rights of workpeople inventing or designing improvements in machinery.
6. The arrangements for collections for Hospitals and kindred institutions.
7. The arrangements for carrying out of medical examination, where such examination is a condition of employment.
8. Such rules and regulations as may be issued from time to time so far as such Rules and Regulations affect the objects of Works Committees.

Though all undertakings have not set up Works Committees, a good number have done so and these in the main have been very successful. Those instituted are under the constitution laid down by the National Council.

A reference to the composition, procedure and work of certain of these Committees will answer some of the points the Commission had in mind in requesting evidence on this subject.

LONDON COMPANY TRAMWAYS.

In London there are three Tramway Companies,—Metropolitan Electric Tramways Ltd., London United Tramways Ltd. and South Metropolitan Tramways and Lighting Co. Ltd. The Companies are under a Common Management.

On these Companies there is a Central Works Committee with Sub-Committees on the different companies. These Committees have been in existence for approximately ten years and have rendered very effective service.

Works Sub-Committees.—There are two sub-committees on the Metropolitan Electric Tramways Ltd., two on the London United Tramways Ltd., and one on the South Metropolitan Tramways and Lighting Co. Ltd.

The sub-committees which have a regular monthly meeting are composed of equal numbers representing the employers and the workpeople. The management side is composed of officials of the Company in the district concerned, and the workers' side of representatives of the Union employed at the Depôts covered by the Sub-Committee. As Joint Secretaries there is an Officer of the Company and an Officer of the Union.

Amongst the subjects dealt with by these Sub-Committees, the following items have been taken at random from the Minutes :—

Brakes, Sandgear and Pipes, Uniforms, Payment of wages to men on Sick, Improved facilities for cleaning covered top cars, Running of Staff Car, Lights at the Car Turning Points, Installation of Lockers, Vestibule Cars, Lights on Cars, Transfers and Seniority, Refreshments on Route—Sundays, Sand Drying arrangements, Allocation of spare work, Regrading and Seniority, Inside Staff Alteration of Duties, Running Times on Last Car, Composite Conductors—issue of Leggings and Jerkins.

Central Works Committees.—The Central Works Committee, which has a regular monthly meeting is a full day's meeting.

Opportunity is taken of these meetings to visit certain of the Depôts and to see new types of cars, vestibule fronted cars or various types of new equipment on the cars or in the Depôts.

The Central Committee is composed of equal representation of the Management and Union. On the Management side there is the Manager and the Heads of Departments, and on the workers' side representatives of the Union employed on the three companies. The Joint Secretaries are an Officer of the Company and the District Secretary of the Union.

The Minutes of the Sub-Committee are on the Agenda for the Central Committee. If in the Minutes of the Sub-Committee there are matters of supreme importance, or questions upon which it is necessary for the General Manager or the Assistant General Manager to give a decision, then these questions are specially referred from the Sub-Committee to the Central Committee.

The Works Committee can deal with any question which is covered by the Constitution previously quoted. It cannot, however, deal with matters which would conflict with the National Agreements.

The National Hours and Conditions Agreement, as previously stated, lays down certain general principles and the application of these principles to a given undertaking can be and is considered by the Works Committee.

Where, however, there is a difference between the Management and the Union on the interpretation of a particular clause in the agreement, that is not a matter which comes within the scope and functions of the Works Committee. In this case the matter is first considered by the General Manager and the District Secretary of the Union. If no agreement is reached, provision is made within the Constitution of the National Joint Industrial Council for the question to be referred to the District or the National Council as the case may be.

There is only one Union concerned with representation on the Workers' Side of the Works Committee of the Company Tramways, *i.e.*, the Transport and General Workers' Union.

Though no detailed statistics have been prepared for the last year or two of the number of cases dealt with, the following return prepared for a given year's work will give some indication of the work of the Committee and the cases settled. I am advised that this list can be taken as typical :—

CENTRAL COMMITTEE.

Total No. of cases considered.	No. of cases brought forward direct.	No. of cases transmitted from Sub-Committees.	No. of cases disposed of.	No action taken.	Outstanding.
28	10	18	22	3	3

SUB-WORKS COMMITTEES.

Sub-Works Committee.	No. of cases considered.	No. of cases disposed of by Sub-Committee.	No. of cases passed to Central Committee.	No action taken by Sub-Committee.	Outstanding.
London United Tramways (Fulwell).	65	53	7	2	3
London United Tramways (Northern).	41	30	4	4	3
Metropolitan Electric Tramways (Northern).	60	52	4	1	3
Metropolitan Electric Tramways (Western).	31	27	2	2	..
South Metropolitan Tramways and Lighting.	37	35	1	1	..

When National Agreements are negotiated and the way in which they shall apply to a given undertaking is settled by agreement, we have then to deal with the question of duty schedules and rota sheets. These schedules and rotas govern the allocation of work, the type of duties such as early, late and split duties, the question of the way in which these duties shall be

apportioned, and the allocation of rest days. These questions are not dealt with on the Company's system by the Works Committee, but by special Committees of the Union and the Management. As these are matters for detailed consideration and of a character where local factors and circumstances play a big part, there is a Schedule Committee at each Depôt.

Where a new set of Schedules is issued, our representatives have a copy with the necessary data for checking ; they may either recommend acceptance, modification, or rejection. If not accepted as issued, then the questions in dispute are discussed and an attempt made to arrive at a settlement. If no settlement is reached, then the matter is referred to the District Secretary of the Union who takes up the question direct with the Management.

The view of the Members and Officers of the Union is that on the whole the machinery works very satisfactorily. A number of questions which may appear to be relatively unimportant, but which have a direct bearing upon the comfort and working conditions of the men can be dealt with, and as the records show decisions reached. The fact that the meetings are held regularly gives the men an added satisfaction for matters are not allowed to drag on from month to month without a settlement.

There are over 3,000 men covered by the Machinery of the Works Committee on the three Company Undertakings.

Walthamstow Corporation Tramways.

There is a Works Committee on this undertaking which has adopted the Constitution as laid down by the National Joint Industrial Council.

The Committee differs from those on many other municipal undertakings in that the representation on the employers' side is not confined to the Managerial Staff. Representatives of the Transport and Light Railways Committee forming part of that side of the Works Committee.

The Works Committee on the Corporation side is composed of the Chairman of the Transport and Light Railway Committee with other representatives of the Committee and the Management. On the Workers' side the number is equal to that on the employers' side and the representatives are drawn from the Unions having members employed in the Transport Department. In this regard it will be observed that more than one Union has representation on the workers' side.

The matters dealt with are those affecting the working conditions of the members employed ; and on the whole the machinery works very satisfactorily. Certain questions, such as wages and general conditions for the bulk of the staff and for individuals, are not regarded as being within the purview of the Works Committee ; these must be dealt with by the ordinary methods of negotiation between the Management and the representatives of the Trade Union concerned.

Birmingham Corporation Tramways and Omnibuses.

On this Municipal undertaking there is a Works Committee formed under the Constitution of the National Joint Industrial Council. The Committee consists of an equal number from the Management and the Union. On the Management side there is the Assistant General Manager and Traffic Manager (who acts as Joint Secretary), the remainder of the Committee on this side consisting of District Inspectors and the Chief Engineer. On the Workers' side, the Committee consists of the Chairman of Works Committees—referred

to later—representing each depôt, with the Secretary of the Union who acts as one of the Joint Secretaries. The employers and employees provide the Chairman of the Committee alternatively.

Sub-Works Committees.—There is a Sub-Works Committee at each Depôt with representatives from the Local Officers of the Tramways Department and the Trade Union members employed at the Depôt or Garage. The meetings are held monthly, and the Committee can deal, with the minor questions affecting the particular depôt or garage. Other matters of greater importance or those affecting more than one depôt or garage must be referred to the Central Committee for decision.

Central Committee.—The meetings of the Central Committee are held monthly. The Committee deals with all matters affecting the working conditions of the men including those which, under the National Agreement, are left for local application.

The General Manager of the undertaking has a seat on the Committee, and though he does not regularly attend, he may be and is called in for special business or on occasions where no settlement can be reached on matters of importance.

The representation on the workers' side is confined exclusively to representatives of the Transport and General Workers' Union.

There are between 3,000 and 4,000 workers covered by this Committee.

Leeds City Tramways.

The Works Committee on this undertaking was created in accordance with the Constitution of the National Council for the Tramway Industry, and has adopted the Section for Works Committees therein set out. Provision is made for an equal number of representatives of the Management and the Trade Union. On the Management side, the Committee consists of the General Manager and the Heads of Departments. The Workers' side is elected by the Union, but is not divided into Depôt representation as in the case of Birmingham. So far the representation on the Union side has been confined to the Transport and General Workers' Union, but discussions are now proceeding with a view to arrangements being made for representatives of other Unions, representing craftsmen, employed in the Depôts and Shops. As Joint Secretaries of the Committee there is an Officer of the Management and the District Secretary of the Union. The procedure of the Committee is very similar to that previously referred to in the case of Birmingham. There are between 2,000 and 3,000 workers covered by this Committee.

London General Omnibus Company.

Though no Works Committee has been instituted on this Company, there is provision in our Agreements with the Company for various forms of joint machinery, *i.e.*, a machinery for dealing with Duty Schedules and Rota Complaints.

When new Schedules are issued these are sent to the Garage and a copy of such schedules are sent to the Schedules Officer of the Union, an Officer specially appointed by the Union for this work.

The procedure for dealing with complaints arising out of Schedules and Rotas is set out below :—

Organisation for dealing with complaints as agreed between the Company and the Transport and General Workers' Union.

" Schedule and Rota Complaints—

(1) Complaints which arise in connection with Schedules or Rotas shall, in the first instance, be considered by the Chief Depôt Inspector of the Garage concerned and a Schedule Representative of the Union.

(2) In the event of the Chief Depôt Inspector and the Schedule Representative of the Union being unable to satisfactorily adjust complaint, it will then be forwarded, on a form to be provided, to the Joint Secretaries of the Committee set out below.

(3) The Joint Secretaries will then endeavour to reach a settlement of the complaint, taking such instructions or advice as may be necessary for the purpose.

(4) If the Joint Secretaries fail to reach a settlement of the difficulty or if a question of principle is involved, the matter shall immediately be considered by the following Committee :—

Representing the Omnibus Company :—

Traffic Superintendent,
Superintendent of Schedules,
Staff Superintendent (Operating),
Joint Secretary.

Representing the Trade Union :—

Schedule Sub-Committee—3 Members.
Schedule Officer of the Union and Joint Secretary.

The Union shall be entitled to arrange for a local representative or representatives to be present either when the complaint is being discussed by the Joint Secretaries, or by the whole Committee. The Local Officials of the Company may also be present if required to assist in the consideration of the complaint.

The Joint Secretaries shall be responsible for the convening of meetings of the Committee ; for taking minutes, and recording decisions both in the case of meetings between themselves as provided in paragraph (3) above, and of meetings of the full Committee."

The working conditions of roughly 23,000 men are affected by the operation of the Schedules and Rota Machinery. To give some idea of the volume of work undertaken through this machinery it is only necessary to say that approximately 2,000 complaints have been dealt with in 12 months. Of these cases roughly 800 were settled locally, 700 by the Schedule Officer, and his opposite number on the Company's side. Not more than 50 cases have been referred to the full Committee, and of these 50% have been settled. The remaining cases are those where the claim of the Union has not been accepted by the Company or the case has been allowed to go by default.

General Observations.

From the foregoing statement, it will be clearly seen that Works Committees when worked on the methods outlined above are in no way opposed to Trade Unions or inimical to their progressive development.

Works Committees can be an integral part of industry and of the machinery of Trade Unions.

These Committees do not limit the right of the Trade Unions to engage in direct negotiations or in anyway interfere with their freedom of action or development.

The Committees constitute valuable machinery for dealing with questions of detail.

Through these Bodies valuable contributions can be rendered to industry, and advantage gained from the practical knowledge and experience of the men employed in the various positions on the different undertakings.

The way in which the detailed problems are faced by the Works Committees and similar bodies can promote understanding and prevent complaints from developing into genuine and widespread grievances.

Our general experience is such that we welcome and encourage their extension wherever possible.

The one complaint we have is that on certain of the Committees we do not get the Manager in attendance, where the right to make decisions is vested elsewhere this is not serious, but where the Manager does not delegate power then we find procrastination and this results not only in dissatisfaction with the Works Committee but in a state of unrest and trouble on the undertaking.

Mr. CHRISTOPHER JOHN SPENCER, General Manager, The Metropolitan Tramways, Limited.

Letter to the witness, dated London, the 6th June 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to communicate with you in regard to the desire of the Commission to hear evidence in regard to experience in this country of the establishment and operation of Works Committees or Works Councils by arrangement and in collaboration with Trades Unions.

. . . . . .

The Chairman thinks it would be convenient both to you and to the members of the Commission if you would cast some account of your experience and opinions on the subject in the form of a memorandum to be circulated to the Commission, and to give your evidence on the basis of this memorandum at a later date.

. . . . . .

He would suggest if that be practicable that any written matter might be made available to the Commission not later than the third week in June.

. . . . . .

MEMORANDUM.

I am the General Manager of the Metropolitan Electric Tramways, Limited, the London United Tramways, Limited and the South Metropolitan Electric Tramways and Lighting Company, Limited.

Prior to taking up my present position, I was General Manager of the Bradford Corporation Tramways for a period of twenty years. I have therefore had considerable experience in the management and control of large staffs of tramway employees both on the operation and on the maintenance sides.

Reasonable discipline is, of course, essential with employees who are responsible public servants and especially where questions of public safety and convenience arise.

In my present position I have under my control over 4,000 employees, a large proportion of which are uniformed men and subject to the ordinary discipline of Tramway Undertakings.

Whilst at Bradford, in the early part of the War period—(about 1915)—the Undertaking was faced with problems of an abnormal and unusual character, such as the substitution of women for men in various Departments and consequential changes. Misunderstandings and mis-statements arose which gave rise to an unusual state of affairs so far as that particular Tramway Undertaking was concerned.

Under the circumstances I approached the local Secretary of the Trade Union, of which the bulk of our employees were members, and asked him if he would be willing to join me in setting up what I termed a "Consultative Committee" composed of representatives of the various Departments of the Undertaking and sections of employees to meet myself and my Chief Assistants at regular intervals and discuss our various problems as they arose and, if possible, arrive at decisions which were both reasonable and agreeable to both sides. The suggestion was cordially accepted by the then Secretary,

Mr. J. H. Palin [now Member of Parliament for Newcastle-upon-Tyne (West)] and a Committee, which was known as a Consultative Committee, was set up and sat periodically under my Chairmanship.

The functions of the Committee were merely to discuss any matters of common interest or other problems as they arose. The Committee was, as its name implied, purely consultative and was not in any sense executive.

From the commencement the scheme was a success. The majority of our troubles and problems disappeared after discussion and I found the men at all times anxious to help and to appreciate the employers'—and in this particular case the Municipality's—point of view with due regard to the then vital national interests.

On the other hand the management were in a position to look at the various problems from the employee's point of view, with the happy result that goodwill took the place of suspicion and problems were easily solved to our mutual satisfaction.

When I was appointed to my present position in November 1918, the War had just terminated and my Companies and employees were faced with a multitude of difficult problems. Having in mind the successful experience at Bradford a similar scheme was set up as quickly as possible in connection with the Company Undertakings in London.

At about the same time the National Joint Industrial Council scheme was put forward by the Government and, as is no doubt known to the members of the Commission, the Tramways industry was one of the first to form a Council in accordance with the general constitutional principles of what is known as the "Whitley" scheme. This Council has been in existence since 1919 (nearly eleven years) and so far as the Tramway Industry is concerned has done excellent work. Notwithstanding the unfortunate events of 1926 the Council has continued to function. It is not necessary for me to give details of the constitution and work of this National Industrial Council for the Tramways Industry as I understand that detailed evidence is being given to the Commission by one of the Secretaries of the Council. It cannot be claimed that the Council has always succeeded in preventing disputes and stoppages but many cases have, without doubt, been settled by discussion which would have ultimately have caused a stoppage, and this constitution now provides such machinery which makes a dispute leading to a stoppage remote.

As part of the constitution of this Council, Works Committees were recommended to its constituent Undertakings. The Undertakings with which I am concerned adopted the constitution for the Works Committees recommended and converted the Consultative Committee into a Works Committee, and, for the purpose of convenience, sat up Sub-Committees representing various districts and sections of the Undertakings.

The Sub-Committees meet monthly and their Minutes are submitted to the Central Works Committee which sits at Westminster under my Chairmanship, the Vice-Chair being taken by the workpeople's representative.

Sample Minutes* of Sub-Committees and Central Works Committees are herewith submitted for the interest of the Commission, together with a Return† covering a period of nine years shewing the number of cases brought forward for discussion before the Central Works Committee and the number of cases upon which mutnal agreement has been reached.

* Appendix I. † Appendix II.

It will be noted from the Minutes that the matters dealt with are mainly of small moment, but even so are of importance to those concerned and the possibility of regular consideration and decision tends to smooth working and harmony of staff. It is my experience that in such an atmosphere more important and larger questions tend to be discussed and settled to mutual satisfaction. I further find that many matters of common interest are brought forward to the advantage of both the Company and its staff.

In summary I would say these Committees have been most successful but the essence of their success is the spirit of give and take which has prevailed on both sides, together with a realization by both sides that under no circumstances must the Committee interfere with discipline and management.

They are in no small degree educational to all concerned. The underlying principle on which these Committees are based is that the interest of the employer and the employee is not so very diverse and given reasonableness and intelligence most problems can be settled.

APPENDIX I.

Sample Minutes of Works Committee's Meetings.

THE METROPOLITAN ELECTRIC TRAMWAYS, LIMITED.
THE LONDON UNITED TRAMWAYS, LIMITED.
THE SOUTH METROPOLITAN ELECTRIC TRAMWAYS AND LIGHTING COMPANY LIMITED.

WORKS (CENTRAL) COMMITTEE.

Minutes of a meeting of the Works (Central) Committee held at 55 Broadway, Westminster at 3 p. m. on Wednesday, March 12th, 1930.

The agreed minutes of the previous meeting having been circulated to all members of the Committee, were taken as read and confirmed.

Observation mirrors (MN. 561).—A request was made that, in addition to fitting mirrors on all cars on the Hounslow, route, they be placed on cars where motormen are unable, through the position of the stairs, to see round the side without difficulty. The Chairman stated that the first consideration would be the fitting of the Hounslow cars.

Composite Men (LN. 492).—The Chairman stated that the request had been made that composite conductors should be supplied with complete motorman's equipment in addition to conductor's uniform.

It was pointed out that at the moment the issue was overcoat and oilskin and that jerkins and leggings were at depôts for use of men in emergency.

In view of the present arrangement, the Chairman expressed the opinion that the request appeared to be for something that was not really required but agreed to leave the matter in the hands of the General Traffic Superintendent.

Clothing Store (MN. 569).—The Chairman stated that he had given consideration to the matter of decentralisation of issue of uniform and it was being arranged as a trial to issue clothing at certain periods, as follows:—

At Manor House Offices for men at Edmonton, Wood Green and Finchley Depôts.

At Acton for London United Tramways and men at Stonebridge and London Depôts.

At Sutton for South Metropolitan Electric Tramways and Lighting Company Limited.

It was generally agreed that this would be a satisfactory arrangement.

Method of Wages Payment (MN. 579).—Mr. Mason reported that arrangements would be made whereby unclaimed wages due to men on annual leave would be forwarded to Chief Depôt Clerks in the following week without the necessity for an application from men concerned.

Ticket Discrepancies (MN. 585).—Mr. Scammell reported a further discrepancy that had arisen and the Chairman stated that both matters had been very strongly taken up.

Regulations (family) working together (LF. 507).—With regard to the practice of not allowing near relations (where one is in an official capacity) to work in the Traffic Department at the same depôt, the Chairman stated that he was unable to make any alteration to the rule in force.

Heating of Depôts (MN. 525).—In reply to a request that some methods of heating depôts be put into force, the Chairman stated that he was unable to do anything at the moment but the matter would not be lost sight of.

THE METROPOLITAN ELECTRIC TRAMWAYS, LIMITED.

NORTHERN WORKS (SUB) COMMITTEE.

Minutes of a meeting of the above Committee held in Manor House Offices on Thursday, 6th March 1930 at 3-0 p. m.

The minutes of the previous meeting were confirmed.

Arising out of the minutes:—

Item No. 565. Bruce Grove Lights.—Mr. Bethune asked as to this as he understood the job was not completed. The Chairman undertook to draw the attention of Mr. Pearce to the matter.

Item No. 566. Lifeguard Pedals.—It was agreed that Messrs. Priddle and Scammell should meet at Wood Green Depôt to discuss the suggested new position.

Item No. 567. Finsbury Park Loading.—Mr. Oliver reported that the General Traffic Superintendent had taken this matter up with the L. C. C.

Item No. 569. Clothing Store.—Minute of the Central Committee dated 12th February 1930 in which the Chairman stated he would give the request his attention was read by the Joint Secretary.

Item No. 572. Power.—Mr. Scammell reported that the live voltage between the Green Dragon and Enfield terminus was again very low.

The Chairman stated he would bring this to the notice of the Electrical Engineer.

Item No. 574. Police Protection for Conductors.—Mr. Oliver reported that the General Traffic Superintendent had taken this up with the L. C. C. He had also arranged for an official to be on duty at Alexandra Palace for this purpose.

Item No. 575. Spare Duties at other Depôts.—Mr. Oliver reported that in this case the man would not have received an early duty had he remained at his own depôt, and he did not consider there was much cause for complaint.

Item No. 579. Method of wages payment.—Minute of the Central Committee dated 12th February 1930 in which the Chairman stated Mr. Mason would take the matter up with the Treasurer's Department was read by the Joint Secretary.

Item No. 583. Punch Registers.—The Chairman stated that in the absence of Mr. Towne, Mr. Oliver would ascertain what had been done and report at the next meeting.

Item No. 584. Trainees (Motormen)—System of Selection and Instruction.—Messrs. Hegley and Scammell stressed the present system of training motormen and raised the following points:—

(*a*) That under the present traffic conditions, trainees need a longer period in the school before being allowed to practise on a service car, and that a car fitted with line switch gear should be used for school training.

(*b*) That men were being compelled to train who were not naturally suited for this work, and what would be the attitude of the Company if a driver teaching refused to allow one of the trainees to practice on his car, as he might feel unwilling to accept the responsibility.

(*c*) That trainees under the present conditions of service should be paid travelling time to and from Acton.

(*d*) That all conductors who were engaged under the old conditions of service and were willing to volunteer should be given an opportunity of training for motormen. The case of a man who had volunteered and been turned down was reported. Mr. Oliver promised to bring these points to the notice of the General Traffic Superintendent.

Item No. 585. Ticket Discrepancies.—Mr. Scammell reported he had found a I. R. serial ticket in a B. R. bundle and in its correct numerical order.

Mr. Farey said he had traced the missing ticket in a I. R. bundle and he was reporting the matter through the proper channels to be taken up with the Bell Punch Company.

Item No. 586. Oil.—Mr. Scammell asked for more attention to be paid to the oiling of Car fittings.

Mr. Priddle agreed to look into this.

Item No. 587. Shorts.—Mr. Scammell requested that the old system of weekly notification of amount short, and what would be deducted from the men's wages be reverted to.

Item No. 588. Buffer Plates.—Mr. Lansdell reported he had experienced difficulty when pushing L. C. C. cars as the buffers on some of our cars were not quite high enough and suggested that plates should be fitted where necessary as on Car No. 195.

Mr. Priddle agreed to look into this.

APPENDIX II.

THE METROPOLITAN ELECTRIC TRAMWAYS, LIMITED. THE LONDON UNITED TRAMWAYS, LIMITED. THE SOUTH METROPOLITAN ELECTRIC TRAMWAYS AND LIGHTING COMPANY, LIMITED.

CENTRAL WORKS COMMITTEE.

Year.	No. of cases brought forward for discussion including those from Sub-Committees.	No. of cases where mutual agreement was reached.	No. of cases where Company could not agree.
1921	111	99	12
1922	77	71	6
1923	31	23	8
1924	37	32	5
1925	44	32	12
1926	46	29	17
1927	32	31	1
1928	42	40	2
1929	41	38	3
Total ..	461	395	66

Captain L. H. GREEN, M.A., Secretary, Flour-Milling Employers' Federation and of the National Joint Industrial Council for the Flour-Milling Industry.

Letter to the witness, dated London, the 6th June 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to communicate with you in regard to the desire of the Commission to hear evidence in regard to experience in this country of the establishment and operation of Works Committees or Works Councils by arrangement and in collaboration with Trades Unions.

. . . . . The Chairman thinks it would be convenient both to you and to the members of the Commission if you would cast some account of your experience and opinions on the subject in the form of a memorandum to be circulated to the Commission, and to give your evidence on the basis of this memorandum at a later date. . . . . He would suggest if that be practicable that any written matter might be made available to the Commission not later than the third week in June and the oral examination of witnesses fixed for the end of June or first week in July. . . . . .

MEMORANDUM.

The Flour-Milling Industry in Great Britain has operated what is commonly known as "Whitley Council" procedure in connection with the solution of labour and cognate questions arising in the industry.

The National Joint Industrial Council was formed in the spring of 1919 and at the same time steps were taken to form Joint District Councils and Joint Works Committees to complete the full Whitley Organization. The National Council consists on the one hand of representatives of the Flour-Milling Employers' Federation and of the English and Scottish Co-operative Wholesale Societies, and on the other of the representatives of the Transport and General Workers' Union, of the National Union of General and Municipal Workers and of the National Union of Distributive and Allied Workers.

The industry is satisfied with its Whitley Council, and that body has developed from the consideration of questions affecting wages, hours and conditions of labour, so that it now includes within its scope questions of safety, health, technical education and the re-settlement of workpeople who lose their jobs as the result of the process of concentration now going on within the industry.

Whilst much evidence could be given as to the success of the Whitley Scheme it is our experience of the operation of Joint Works Committees only which I understand is desired.

Whilst the majority of flour-milling firms set up Joint Works Committees in 1919, a large number of these have now ceased to function: they exist nominally and can be called together if necessary, but as a general practice the relationship between masters and men is personal and close, and a formal organization does not seem to be needed.

The reason for this is two-fold. In the first place the total number of operatives employed in the industry is thought not to exceed 25,000: and whilst there are some large plants in industrial centres employing hundreds of workmen the majority of mills employ less than one hundred men, and as a consequence the employer knows his men by name and they have ready access to him.

In the second place the very success of the National Council has militated against the extensive use of the local body: the officials of the Council are in close touch with their individual members and the work of the Council has automatically been centralized. In particular, a procedure for the settlement of disputes has been adopted by which a dispute may be heard by the appropriate National Committee within seven days of its occurrence. The object of this is partly to lift the dispute out of the region of local prejudice, partly to effect a prompt settlement.

There are however many instances of Joint Works Committees in operation, and our exeprience of these is favourable. As a rule they do not meet regularly, but wherever either side gives due notice that a meeting is required: the limited questions that come within their scope provide them with sufficient material for their activity: when those questions arise upon which the men require the assistance of their Trade Union Official he is present by invitation, and the verdict of those firms who make use of these Committees is that they are helpful.

There are of course instances where these Committees do meet regularly and the manager of one large group of mills states:—

> "The Employees' side meet regularly once each month to discuss points arising, but an endeavour is made to settle a dispute where it arises (between the foreman charge-hand and employee concerned) immediately it occurs. The management permits a joint works meeting to be called when required on 48 hours' notice, when the Agenda is submitted, if the business cannot be settled on the spot."

He goes on to say:—

> "The Committee is most helpful and when the right spirit is inculcated into the meetings a difference of opinion is taken as willingly as an affirmative."

A particular instance of the value of a Joint Works Committee may be quoted. As a result of a policy of rationalization one large mill has been closed down. A sum of money has been set aside for compensating and re-settling the displaced workmen, and this money is being administered through the Whitley Council. A local Committee has been formed consisting of the mill manager, the Local Trade Union Official, and the men's side of the Joint Works Committee. The men are in close touch with the circumstances of all the 250 men who have been displaced, and their knowledge and advice in administering the fund is invaluable.

In conclusion I would say that I have within the last three weeks circularized all the members of the Employers' Side of the Flour-Milling Whitley Council and the information given in this memorandum is based on their replies.

HOME OFFICE.

Letter to the Home Office, dated London, the 6th June 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to ask that with the approval of the Secretary of State, official evidence may be given to the Commission on certain questions relating to the subjects of its enquiry. These are :—

(1) The possible means of improving the position of Indian Seamen employed in British Ships in respect of Workmen's Compensation.

(2) The rules and regulations framed under the Factory Acts in respect of Docks, the experience of the Home Office in regard to their enforcement, including the special training, if any, required by inspectors designated for this duty.

(3) The qualifications required of Factory Inspectors and the source and manner of their recruitment. (This refers to the inspectorate as a whole and not only to that part of it which is concerned with docks.)

(4) Welfare Orders under the Police Factories, etc. Miscellaneous Provisions Act, 1916, including an account of the orders passed, a history of their administration under the Home Office and some account of their reception by employers and others.

The first of these subjects is one in which the Board of Trade have already taken some interest and consultation with their officers would probably be of value to the Commission, but Mr. Whitley has not addressed the Board direct on the assumption that the Home Office is primarily responsible for all matters connected with Workmen's Compensation and would prefer themselves to approach other offices if necessary.

Copies are enclosed of a letter addressed to prospective witnesses attached to which will be found the terms of reference of the Commission and a list of the subjects engaging their attention. This list will serve to show the general scope of the enquiry but does not deal in detail with any of the points now under consideration. The first of these will perhaps be made more clear by the following extract from evidence already received :—(The Commission do not necessarily accept as correct every statement of fact in it).

"No one has doubted the injustice of lascars being under legislation, which, in the great majority of cases, they cannot use, and complete proof of this lies in the readiness with which the shipping companies have accepted the suggestion that the Indian scales of compensation should be included in the Articles of Agreement. The position, however, is still unsatisfactory, for the reasons given by the Commissioner for Workmen's Compensation, who writes :—

'It is true that all firms employing lascars have agreed to insert in their Articles of Agreement the stipulation suggested by the Government of India. The Commissioner's position in dealing with cases under the stipulation, however, is that of a private arbitrator with no legal standing. His statutory jurisdiction cannot be extended by contract. He has, therefore, no power to compel attendance, to prosecute for perjury, or to enforce an award. There has hitherto been no difficulty under these

three heads, but there are two points which have caused some trouble ;—

(1) It is very doubtful if, after a lascar has accepted payment, the Commissioner can object to the amount as insufficient, even if the lascar brings the question up :

(2) in fatal accidents, where there is no dispute, the employer is not bound to deposit.

In both connections, the lascars' rights are inferior to those of a workman under the Act, since the amount paid need not come under the scrutiny of the Commissioner.'

"Two courses are possible to remedy this position ; one is that the British Government be asked to pass the necessary legislation to exclude lascars from British legislation, the other is to amend the pertinent sections of the Indian Merchant Shipping Act relative to agreements so as to give the lascar exactly the same position with relation to compensation as other Indian workers. The local Government prefer the second course, if it is within the competence of the Indian legislature. The fact that all shipping companies have voluntarily adopted the stipulation in the Articles shows that commercial opinion would readily favour this course ; moreover, this solution would also guarantee to the lascar the benefits of the Indian Act when he was engaged on a foreign vessel."

The second matter arises from the fact that in India there is no inspection of docks on the lines of the official inspection of factories and no witness hitherto appearing before the Commission has been able to speak from personal experience on the subject.

HOME OFFICE MEMORANDA.

A.—The position of Indian Seamen employed in British ships in respect of Workmen's Compensation.

This matter was carefully considered by the Home Office and Board of Trade on representations received from the Indian Government in 1923. The Workmen's Compensation Act of the United Kingdom applies to members of the crew of any ship registered in the United Kingdom and any other British ship or vessel of which the owner or (if there is more than one owner) the managing owner or manager resides or has his principal place of business in the United Kingdom. It was represented by the Government of India in 1923 that the Indian Workmen's Compensation Act covered only a small proportion of Indian Seamen and that the majority of Indian seamen are employed on ships coming under the United Kingdom Act and are legally entitled to the benefits of that Act, but that in practice the lascars and their dependants did not, owing to ignorance of legal rights and difficulties and delays in dealing with claims, obtain the compensation provided for under that Act. The Government of India suggested that legisation might be passed to take Indian Seamen out of the United Kingdom Act and bring them within the scope of the Indian Act ; but it was felt that legislation of this type would be open to serious objection on constitutional as well as on other grounds. It is not considered to be competent for the Legislature of any part of the British Overseas Dominions to impose requirements on a British ship which is not registered in that part nor within its territorial jurisdiction. The Government of India can and do refuse to allow the owner or master of a ship not registered in India to engage a Lascar at a port in India unless he agrees to undertake certain obligations, but it would be quite another thing for an Indian statute to purport

to impose obligations on the owner or master of that ship in respect to an accident which may occur when the ship is not in Indian waters. Alternative methods for improving the position of Indian Seamen were accordingly considered, and the scheme now in operation was ultimately arranged under which the shipowners concerned would voluntarily insert in Agreements with Lascar Crews certain additional stipulations of which a copy* is annexed and which provide in effect that the owner shall pay compensation of such amount as he would have been liable to pay under the Indian Workmen's Compensation Act and that in the event of any question arising under the stipulations as to the liability of the owner to pay compensation or as to the amount or duration of compensation (including any question as to the nature or extent of disablement) the question should, in default of agreement, be settled by the Commissioner for Workmen's Compensation appointed under the Indian Compensation Act, the decision of the Commissioner to be final. The stipulations contain a proviso that no compensation shall be payable under the stipulations if the lascar or other native seaman has instituted a civil action for damages or a claim to compensation in respect of the injury under the law of the country in which the ship is registered. The Seamen's rights under the United Kingdom Act however remained unaffected, the shipowners being willing to take the risk of lascars or their dependants claiming compensation under it after having already obtained compensation under the stipulations.

The Government of India agreed that the constitutional difficulties in the way of legislation of the type they had previously suggested were by no means small, and accepted the proposed scheme ; and it appears from the reports subsequently received from India that the stipulations have, in fact, been generally adopted upon a voluntary basis and no suggestion that the scheme called for further consideration had reached the Home Office previously to the receipt of the letter from the Royal Commission.

The observations in that letter do not indeed suggest that the scheme has not generally worked well and substantially met the object for which it was designed.

The Commissioner states, however, that there are two points which have caused some trouble ; (1) it is very doubtful if, after the lascar has accepted payment, the Commissioner can object to the amount as insufficient even if the lascar brings the question up, and (2) in fatal accidents where there is no dispute the employer is not bound to deposit the compensation money with the Commissioner. No details are given to indicate the extent to which practical difficulties have arisen in these two connections, but *prima facie* it would seem that both points could be met by dealing with them specifically, if that be necessary, by additional paragraphs in the stipulations.

The Commissioner further points out that in dealing with cases under the stipulations his position is that of a private arbitrator of no legal standing and that he has no power to compel attendance, to prosecute for perjury, or to enforce an award ; but he states there has hitherto been no difficulty under these three heads, and the information at present available does not appear to indicate that any other action is necessary.

As regards the two courses mentioned in the letter from the Royal Commission, the first, namely, the lascars should be excluded from the British Act

* Extracts reproduced as Appendix I.

(and presumably be brought under the Indian Workmen's Compensation Act) is, as pointed out above, open to grave objections, and the amending legislation which would be necessary might be very difficult to obtain. Apart from the constitutional objection, the proposal would infringe the general principle on which legislation as to compensation for seamen has proceeded namely that the compensation law applicable should be the law of the country in which the ship is registered and obviously great practical inconvenience would arise if the shipowner's liability to members of his crew varied according to their respective nationalities.

In this connection it may be mentioned that the Imperial Economic Conference of 1923 passed the following resolution which, it will be seen, is based on the principle that the compensation law should correspond with the country of registration of the ship rather than the nationality of the individual seamen :—

> "That this Imperial Economic Conference, having had its attention drawn to cases where British sailors injured by accident while serving on ships registered in some part of the Empire have had no claim to compensation owing to the law of that part of the Empire being restricted, in its application to seamen, to accidents occurring within territorial waters or other limited area, is of opinion that the Government of any such part of the Empire should ensure that the benefits of its compensation law will extend to all accidents to seamen serving on ships registered within such part of the Empire wherever the ship may be when the accident takes place. And furthermore the Conference invites the Government of any British Colony or Protectorate where there is a register of shipping but where legislation giving compensation rights to seamen does not at present exist, to consider the adoption of such legislation."

As regards the second course mentioned in the Royal Commission's letter, which the Home Office understand to mean that the stipulations should, under the Indian Merchant Shipping Act, be made a compulsory part of the terms of lascar agreements, this course would no doubt have the advantage of obtaining the benefits of the stipulations for lascars engaged on foreign vessels. It should be pointed out, however, that if the stipulations were made compulsory, or any other action taken so as to bind shipowners under Statute to pay compensation under the Indian Workmen's Compensation Act, awkward questions are likely to arise as to the effect on the Workmen's Compensation Act of the United Kingdom, and in particular as to the propriety of lascars continuing to possess a double remedy under two codes of legislation. As mentioned above, the shipowners have been willing under the present voluntary scheme to take the risk of lascars or their dependants obtaining compensation under the stipulations and then claiming compensation over again under the United Kingdom Act, but if the stipulations were made compulsory, their attitude might be substantially altered.

The Home Office have not consulted the shipowners, from whom the Royal Commission would presumably wish to take evidence direct.

Workmen's Compensation.

Supplementary Note dated the 29th September 1930 by the Home Office on points raised by Royal Commission on Labour in India.

1. "The British Workmen's Compensation Act is applicable in respect of British ships not registered in the United Kingdom if the owner or manager resides or has his principal place of business in the United Kingdom. Is these

any reason why on this analogy the Indian Act should not be made applicable to British ships not registered in India if the owner or manager resides or has his principal place of business in India ? ".

The expression " British *ship* " in this connection includes all ships registered at any port at which ships may be registered under the United Kingdom Merchant Shipping Acts. It thus embraces all ships registered at ports in the Dominions, India and other parts of the British Empire, besides ships registered at one or two ports outside the British Empire which have been specially brought under the Act.

The Secretary of State assumes that the question is asked, not with view to a possibly extended use of the powers now vested in the Indian Legislature for legislation in respect of local ships, but in anticipation of new powers being given to enact legislation with extra territorial effect.

Approaching the question on this basis, the Secretary of State desires to point out that at the time that the British provisions were adopted, namely, in 1906, it was universally recognised not only that the United Kingdom Legislature had the right, but that it was proper that it should exercise the right of legislating for all sea-going merchant shipping in any part of the Empire, and that no other Workmen's Compensation legislation affecting British ships was then in force. The position, however, has very materially changed in recent years. On this point, he would refer the Commission to the Report of the Conference on the Operation of Dominion Legislation and Merchant Shipping Legislation 1929, (1930 Cmd. 3479), which was specially charged " to consider and report in the principles which should govern, in the general interest, the practice and legislation relating to Merchant Shipping in the various parts of the Empire, having regard to the change in constitutional status and general relations which has occurred since existing laws were enacted." It will be seen that the recommendations of that Conference contemplate that each Dominion should have " full and complete legislative authority over all ships while within its own territorial waters or engaged in its coasting trade, and also over its own registered ships, both intra-territorially and extra-territorially," but that, on practical grounds, " each part of the British Commonwealth, in the exercise of the power to legislate with extra-territorial effect with ragard to ships, should accept the principle that legislation with extra-territorial effect passed in one part of the Commonwealth should not be made to apply to ships registered in another part without the consent of that latter part." Further, the Conference appear (see paragraph 124 of the Report) to have regarded the principles of their recommendations as appropriate to India, and suggested that the question of the proper method of applying them to India should be considered by the United Kingdom and Indian Governments. It is understood that these recommendations will be discussed at the coming Imperial Conference.

The recommendations of the Conference do not cover Workmen's Compensation for seamen, but they obviously affect the position very materially, and it appears to the Secretary of State, having regard to the change of views as to the proper scope of United Kingdom Legislation which has taken place both here and in other parts of the Empire since the British Workmen's Compensation Act of 1906 was passed, that the whole question of the extent to which legislation passed in any part of the Empire should deal with compensation to seamen on ships registered elsewhere (including the propriety of provisions

such as appear in the 1906 Act for dealing with such cases), will have to be the subject of careful review by members of the British Commonwealth.

The Secretary of State may also point out that great stress is laid in the Report of the Conference on the importance of securing uniformity, by concerted action, in regard to a number of shipping questions. In his view, Workmen's Compensation for seamen is pre-eminently a question on which concerted action is desirable, but in the absence of any agreement, the extension of the India Act on the lines suggested would inevitably result in a considerable measure of overlapping between that Act and United Kingdom and Dominion legislation.

2. "The possibility of making provision for administering the British Act in India."

The Secretary of State understands the suggestion he has been asked to consider is that the Parliament at Westminster should extend the British Workmen's Compensation Act to India in such a way as to confer on the appropriate existing Indian tribunals or, alternatively, on new *ad hoc* tribunals in India, jurisdiction to administer the British Act in respect of all claims under that Act by Lascar seamen injured on British ships outside the territorial limits of India.

After most careful examination the Secretary of State is satisfied that this suggestion would be likely to give rise to serious practical difficulties and is moreover open to strong objection on constitutional grounds.

On the practical side he would point out that in Great Britain the law relating to Workmen's Compensation is not contained in any simple code but has to be gathered from statutes of more than average complexity together with a body of Case Law which for bulk is quite unique, and which is being constantly enlarged by fresh decisions, while, procedure is governed by a special body of Rules, also of considerable complexity and bulk. He considers that such a body of Law can only be administered by a tribunal which has been able, by long experience, to become familiar with its intricacies, and which, being on the spot, is in a position to keep abreast of its latest developments, and that to ask a tribunal in India to become and keep itself sufficiently familiar with the English Law for the purpose of dealing from time to time with an isolated case would be to place upon it an impossible burden.

Again, it appears to the Secretary of State that it would be absolutely essential in order to ensure uniformity that appeals from the decisions of the Indian tribunals should, as from the County Courts in England, be to the Court of Appeal here and thence to the House of Lords. This means, however, that in so far as the right of appeal was exercised—and, as will be gathered from the foregoing remarks, the scope for appeals is very large—the whole object of the scheme, which is aimed at securing administration of the Act in India, would be defeated.

Other practical difficulties would also arise, as *e.g.*, in regard to the manner in which the awards of the Indian tribunals should be enforced, but the Secretary of State hardly thinks it necessary to enter into these in detail.

On the constitutional side, the Secretary of State understands that the Courts in India are—at any rate broadly speaking supreme within their own jurisdiction, and it appears to him that the proposal that the British Parliament should set up Courts within those jurisdictions, with control presumably over their own process and exempt from the jurisdiction of superior Indian Courts, would conflict, if not with the scheme of the Government of India Act,

at any rate with the doctrines which govern at present and are likely to govern the relations of India with this country in future.

In any case it appears to the Secretary of State that the constitutional aspect is one which cannot properly be considered at the present time in advance of the consideration of the general question of the relations of India with this country by the Round Table Conference.

B.—Regulations under the Factory Acts in respect of Docks.

The Docks Regulations, 1925*, is the Code at present in force. This Code replaced an earlier Code and was brought up to date as the result of a Joint Conference between representatives of the Home Office and of the Employers' and Operatives' Organizations. No difficulty has been experienced in enforcing these Regulations. Their enforcement forms part of the ordinary duties of a Factory Inspector, but, in some of the larger Ports, one particular Inspector has, in fact, specialized in this work as a matter of convenience in administration and has devoted a good deal of his time to it. No special training has been found to be necessary.

A few minor modifications in the Code of 1925 may be made in the near future in order to bring it into conformity with the Draft Convention recently adopted by the International Labour Organization at Geneva for the protection of persons engaged in loading and unloading ships.

C.—Qualifications of Factory Inspectors and the source and manner of their recruitment.

A copy of the Regulations† dealing with the last Competition for these posts is enclosed, together with extracts from paragraphs 56-61 of the Report of the recent Departmental Committee on the Factory Inspectorate who considered this question.

Extract from Report‡ of Departmental Committee on Factory Inspectorate dated the 8th May 1929.

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QUALIFICATIONS OF INSPECTORS.

56. The Inspectorate is recruited by means of competitions held under Regulations made by the Civil Service Commissioners. These competitions are advertised in the press. Applications are invited and carefully scrutinised and candidates who are found to possess the requisite qualifications are summoned to a qualifying examination in English composition (including writing a report) and to an interview before a Selection Board, nominated by the Civil Service Commissioners in consultation with the Home Office. The

* Statutory Rules and Orders, 1925 No. 231 (Not printed here).

† Regulations for the competitive selection of Inspectors of Factories in the Home Office dated 14th July 1925 and additional particulars dated March 1930 not reproduced here. This print is obtainable on application to the Home Office, London, S. W. 1.

‡ The full report is published by H. M. Stationery Office, London as "Report of the Departmental Committee" appointed to consider and report what additions to the Factory Inspectorate are required, whether any changes in its organisation are desirable, and what other measures, if any, are desirable to enable the Factory Department to discharge adequately its existing duties and other duties foreshadowed by the Government's Factory Bill of 1926.

Selection Board takes into consideration the candidates' record and experience, any recommendations received from persons having direct knowledge of their work in the past, and the personal qualities of the candidates as shown at the interview. On their estimation of all the above evidence they frame their decisions.

57. As regards the qualifications of candidates, the existing regulations, which came into force in 1925, are that they must satisfy the Commissioners that they have such experience and have received such systematic education, general or technical or general and technical together, as in their opinion fits them for the post; in general, candidates should possess a university degree, or other equivalent qualification in engineering, industry, or science; but the Commissioners may dispense with such qualification in the case of a candidate with suitable works or other special practical experience.

58. The aim of these regulations would appear to be that, while candidates of good general education and ability should be eligible to compete, a substantial "pull" should be given to those candidates who can show technical qualifications or suitable works or other special practical experience. This object appears to have been attained in practice. An examination of the qualifications of the 29 candidates—men and women—who have been appointed under the present regulations shows that 26 had university degrees, of which 22 were degrees in engineering or science; that 23 had "suitable works' experience" and the other six had "other special practical experience" in engineering, chemistry, social work or industrial research.

59. The representatives of the employers who appeared before us, while agreeing that it was not necessary for all candidates to have high technical qualifications, suggested that the possession of some engineering knowledge based on experience in industry should be regarded as indispensable. This suggestion appears to us to go too far. We do not by any means underrate the value to an inspector of having acquired some general technical knowledge before entering the service. Such knowledge will undoubtedly be of great value to him throughout his career and give him during the early stages a substantial advantage over inspectors who enter the service without this qualification. We are satisfied, however, that the technical knowledge necessary for the ordinary work of an inspector does not go beyond what any candidate—man or woman—who has an alert and practical mind, can acquire after he or she has joined the Department. In fact, there have in the past been many Inspectors who have come into the Department without such knowledge, but have yet made excellent Inspectors and reached the highest positions in the service.

60. We recognise that engineering and allied technical problems form a very large and important side of the work of the Inspectorate, but, if recruitment were to be limited exclusively to candidates whose natural bent and previous training and experience had directed their interest mainly towards that side of the work, it appears to us that there would be a tendency on the part of the Inspectorate to lay so much emphasis on the more technical side of factory inspection that other aspects would receive insufficient attention and the whole outlook of the Department might be unduly narrowed.

61. We take a somewhat similar view in regard to the possession of suitable works' experience. We do not for a moment question the value of such

experience to an Inspector, but we think that if it were regarded as an essential qualification it would have the effect of ruling out a number of excellent candidates and unduly restricting the field of recruitment.

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D.—Welfare Orders under the Police, Factories, etc., (Miscellaneous Provisions) Act, 1916.

An account of the position of the Home Office in regard to Welfare is included in the *Survey of Industrial Relations**, published by the Committee on Industry and Trade in 1926.

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When a Welfare Order is in contemplation for a particular industry, it has been the practice to detail one or more Inspectors to make special enquiry as to the need for Welfare arrangements in the industry, the nature of the welfare arrangements already made, and the extent to which they are made, and to report what arrangements ought to be made compulsory. In a number of cases the provisions in the Orders have been discussed with representatives of the trade organizations, and a large measure of agreement has been reached before the Draft is formally issued. In other cases, agreement has been reached by discussions after the Order has been issued in draft. There have been only two cases where it has been necessary to refer the Order to a Referee. The first was the Fish Curing Order for Norfolk and Suffolk, where the conditions were exceptional. The need for going to a Referee arose, not so much owing to opposition to the Order on the part of the Fish Curers, as on account of difficulties between the Fish Curers and the Yarmouth Corporation in regard to the provision of a suitable site for the Welfare Hut. The only other case which has been referred to arbitration was the recent Order for Tanneries. In this case the main difficulty was in regard to the precise details in the Schedule as to the particular kind of clothing that ought to be provided for the different processes of work.

These Orders are administered by the Factory Staff as part of their ordinary duties and practically no difficulty has arisen in enforcing them. The experience of the Department in this respect is dealt with regularly each year in the Annual Report of the Chief Inspector, which gives also some account of developments in voluntary welfare—see for instance pages 65—69 of the Report for 1927 (Cmd. 3144) and pages 58—60 of the Report† for 1928 (Cmd. 3360).

APPENDIX I.

Extract from "Additional stipulations which may be entered into between the Master of a ship on behalf of the owner of the ship and such of the crew as are natives of India and have signed on the lascar agreements.

It is further agreed that, in the event of any lascar or other native seamen whose name is hereto subscribed sustaining any personal injury (including injury resulting in death) by accident arising out of and in the course of his employment under this agreement, the owner of the ship shall pay such amount of compensation as he would have been liable to pay if at the time of the accident the ship had been a registered ship within the meaning of

* This publication is out of print; extracts from pages 179-195 will be found in Appendix II. Extracts from pages 196-97, *ibid*, relating to Miners' Welfare Fund are also reproduced as Appendix III.

† Not reproduced here.

clause (*j*) of sub-section (1) of section 2 of the Workmen's Compensation Act, 1925, being Act No. VIII of 1923 of the Indian Legislature, and the person injured had been a person forming part of the crew thereof; and it is further agreed that in the event of any question arising under these stipulations as to the liability of the owner to pay compensation, or as to the amount or duration of compensation (including any question as to the nature or extent of disablement), the question shall, in default of agreement, be settled by the Commissioner for Workmen's Compensation appointed for.....under section 20 of the said Workmen's Compensation Act, 1923. And it is further agreed that the decision of the said Commissioner shall be final:

Provided always that no compensation in respect of any injury shall be payable under these stipulations to any lascar or other native seaman who has instituted in a Civil court a suit for damages in respect of the injury or has instituted a claim to compensation in respect of the injury under any law relating to the payment of compensation to workmen which is in force in the country in which the ship is registered."

APPENDIX II.

Extract from the Survey of Industrial Relations pp. 179-195.*

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P. 179.

INDUSTRIAL WELFARE IN GREAT BRITAIN.

The object of this memorandum is to give some account of the place which provision for the welfare of the workman occupies in industry at the present day and the lines on which it seems likely to develop in the near future.

For purposes of convenience, attention will be concentrated on factories, although welfare work is by no means confined to factories, and important developments have taken place in almost every branch of trade and industry. The mining industry provides the most notable example. This is dealt with in a separate note.

Meaning of Welfare.—The term "welfare" as applied to industrial conditions is of modern origin and is used with varying meanings. In its widest sense it comprises all matters affecting the health, safety, comfort and general welfare of the workman, and includes provision for education, recreation, thrift schemes, convalescent homes, etc. (It is used by some to include wages and hours of employment which have already been dealt with in this volume. More usually, questions which are primarily questions of remuneration, though obviously they have a most important bearing on the well-being of the workman, are regarded as outside the scope of the term. So also it is usual to exclude hours of employment, though it must be remembered that they exercise a direct effect upon the health and efficiency of the workman). In a narrower sense, the term "welfare" is used to denote the arrangements made to secure the general health and comfort of the workman as distinct from the precautions adopted against the risk of injuries to health due to the workman's occupation. It is in the wider sense that the term is used in this note.

Distinction between Statutory and Voluntary Welfare.—That the workman is entitled to protection against accident and injury to health arising out of his employment, and that it is the duty of the State to take such measures as are resonably practicable to secure that he obtains such protection, is a fundamental principle of the codes of all civilised countries. The law, further, usually attempts to secure for the workman minimum standards of health and comfort as regards conditions inside the factory. The line between health and comfort is a difficult one to draw, and, like the line between what is deemed practicable or impracticable, necessarily fluctuates with the general state of material civilisation. What is, in the first instance, regarded as a comfort, or even as a luxury, may come, sometimes within a very

P. 180.

short time, to be considered essential to health. Generally speaking, it is only when this point has been, or is about to be, reached, that the State intervenes to insist on compulsory obligations. The provision enforced by the State relates to the special arrangements for health, safety and comfort necessitated by the nature of the occupation. Voluntary welfare is concerned rather with the general well-being of the workman. The two fields overlap, however, and no fixed boundary line can be drawn.

STATUTORY WELFARE.

(*a*) . . . . . .

(*b*) . . . . . .

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(*c*) By the Police, Factories, &c. (Miscellaneous Provisions) Act, 1916, Section 7, power was given to make orders (known as Welfare Orders) requiring arrangements to be

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* Committee on Industry and Trade—Survey of Industrial Relations—Printed and published by H. M.'s Stationery Office, 1926, Price 5*s.* net.

made in regard to the matters not covered by the general provisions of the Factory Acts for securing the welfare of workpeople in factories where the conditions and circumstances of employment and the nature of the processes carried on appear to require it.

This is the first appearance of the word " welfare " in any enactment and it is given a limited sense, but the enactment gave power by means of Orders to improve certain conditions in factories which hitherto had been outside the scope of legislation [see paragraph (*ii*) below].

During the first year and a half of war, experience had shown that something more was required than the minimum of cleanliness, ventilation, &c., to reconcile to factory life those hitherto unaccustomed to it who had been pressed into industry in large numbers, and to enable the maximum production vital to the nation to be maintained. Accordingly the Government took powers to compel the backward employer to provide the amenities of " welfare " which the enlightened employer had voluntarily adopted long before. This legislation of 1916 marks a distinct step forward in the history of welfare, and had an effect extending far beyond the making of a certain number of Orders, for it set the seal of authority on welfare in industry and have a decided impetus to the movement as a whole.

(*ii*) *Welfare Orders.*—The matters which may be prescribed by Welfare Orders made under the Act of 1916 are arrangements for preparing or heating or taking meals, the supply of drinking water, the supply of protective clothing, ambulance and first-aid arrangements, the supply and use of seats in workrooms, facilities for washing, accommodation for clothing arrangements for supervision of workpeople, and rest rooms. At first sight it might appear P. 182. that we have here the introduction of a new principle, but looked at in retrospect and in the light of the orders made, the advance represents rather an extension of the principle underlying the health and safety provisions of the Factory Acts. Arrangements for supervision of workpeople have not so far been required in pursuance of the above power, but the appointment of Welfare Supervisors has been encouraged, and was in fact made a condition of the emergency orders allowing the employment of women and young persons at night which were granted during the war and reconstruction period.

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Generally speaking, the standard of compliance with the welfare orders has been good, and the improvements made under them have been gratifying: but the effect must not be exaggerated. Statutory orders, being applicable to a large number of small occupiers, cannot do more than impose a minimum standard, which will remove some of the more objectionable conditions. They leave a wide field for voluntary action in excess of what they enjoin, and not the least beneficial effect of the policy has been to stimulate voluntary action. Not only is statutory action necessarily limited in its scope, but it cannot secure that which, according to the prevailing view in this country, is most needed, *i.e.*, the recognition of care for the well-being of the workpeople as an essential function of management. That can only come from the voluntary action of the employers acting, as far as possible, with the co-operation of the employees. Theoretically, the State could impose on all firms of a certain size the duty of creating a definite welfare organisation, but not only could this not be expected to achieve the same material results as a voluntarily established organisation, but it would lack what is even more important, the spirit by which the orgnisation should be animated.

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The standards of health and safety which are now laid down are due, not only to the P. 184. close attention devoted to the subject by the State which has for the last 30 years through its expert staff studied the risks to which workers are exposed and the means of averting them, but also to the more active part taken by employers and workpeople. Before a Dangerous Trade Order or a Welfare Order can be made, it must be published in draft, and any objections by interested parties must be taken into consideration. In the event of any substantial objection not being met, the matter has to be referred to a Commissioner for inquiry and settlement. The need for this step does not often now arise, and it has not so far been resorted to in the case of any code made since the war. This has been partly due to the desire of all the parties concerned to avoid the expense of a public inquiry, but it is also due to the procedure now generally followed of taking employers and workers into consultation in the earlier stages.

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(*iv*) *Administrative Action.*—No account of the development of the welfare movement P. 185. would be complete without reference to the administrative action of the Government. Constant progress has been made along the lines indicated by the requirements of Acts, Orders and Regulations as a result of the work of the Home Office staff. The Factory

Inspectors acquire through their daily experience in factories an expert knowledge of the conditions which make for safety, health and welfare, and this experience is placed at the disposal of occupiers who for the most part readily avail themselves of it. The result is a steadily rising standard of conditions.

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In the same way the development of "welfare", as laid down in outline by Orders and Regulations, has reached through the co-operation of inspectors and employers a high standard which commands general approval.

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P. 186. CO-OPERATION WITH INDUSTRY.

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Co-operation in enforcing Welfare.—The extent and quality of the welfare facilities provided under Welfare Orders depends in some degree on the goodwill and energy of employers, but an intelligent interest on the part of the employees is no less essential. In some cases it was found difficult to get workpeople to make use of the accommodation and appliances provided by the employer, and there have also been complaints of misuse. It is significant that these complaints have now become much less frequent. While it is the business of the occupier to arrange for supervision of welfare accommodation, the best results under compulsory Orders can only be secured where the workpeople themselves realise not only that the provision is made in their interests but that it is really necessary.

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P. 189. VOLUNTARY WELFARE.

Origin.—The effect of the industrial revolution on the lives of the workpeople is too well known to need more than a passing reference here. The tendency was to overlook the importance of the human element in industry and to concentrate on mechanical improvements. Welfare in its present form is the result of the movement towards amelioration of conditions of labour which, beginning in the early part of the 19th century, gathered strength as factory legislation developed and the enforcement of the Factory Acts revealed the need for still further improvement. Public opinion became gradually more and more enlightened as time went on, and before war broke out in 1914 the time was already ripe for a still greater advance than any that had been previously made. While it is true, as stated above, that the welfare movement originated long before the war, it is no doubt the case that the abnormal conditions of the period 1914-18 forced the pace at which the movement was growing, and centred attention on the need for it as an integral part of the industrial system.

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P. 191. *Present Position.*—The nature and extent of the amenities provided vary in every instance according to the views of the employer or of the workpeople, or the special needs of the locality or the industry. In the majority of cases each welfare scheme is peculiar to the firm but there are several interesting instances of welfare schemes initiated and carried out by a Trade Association, and imposed with their goodwill on all its members.

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From inquiries made by the Industrial Welfare Society and the Home Office, it appears that it is almost impossible for any firm to give a cash value to the results of their welfare work, but practically all are convinced that it is an advantage considered from the purely economic point of view. Diminished sickness, better time keeping, freshness at work and a general spirit of contentment, undoubtedly contribute to efficiency; and the improvement in the "labour turnover" (that is to say in the general stability of the staff and in the reduction of the numbers leaving and being taken on) which is noted where conditions are
P. 192. exceptionally good, is a very great advantage. Although, owing to the bad trade conditions of the last few years, some firms have had to cut down the welfare work in order to effect economies, no instance is known where the work has been entirely abandoned.

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The development of welfare will be found carried to its furthest point in the case of certain firms with whom care for the health and happiness of their employees is traditional. These appear to aim at the creation of a model community in which the workpeople shall find full scope for their physical, mental and moral development. Not only are the best possible arrangements made for the comfort of the workpeople inside the factory and the work organised so as to involve the least possible strain, but all such matters are being considered in consultation with the representatives of the employees. Every aspect of corporate life inside and outside the factory is promoted by the management and the employees

acting in co-operation, and there is a tendency to object to the term " welfare " as suggesting something super-imposed from without on the employees instead of as one of the many activities arising spontaneously out of the corporate organisation. The welfare schemes of these firms comprise such matters as housing, insurance against sickness and unemployment, thrift schemes, pensions, medical attention, education, recreation, amusements of all kinds, and arrangements for holidays. The work done by these firms has been invaluable in itself as setting an example not only to other firms but to the community, but so far as the arrangements made for the welfare of the workpeople while not actually in the factory are concerned, they cannot be considered as typical. The object of the educational schemes provided by many firms is to some extent no doubt to fit their employees for the posts which they occupy or may be intended to occupy in the business, but in some cases the scope of the education provided does not appear to be limited by this consideration. The value from the economic point of view of the mental and physical development of the employees is clearly recognised, as no doubt is the advantage of having the outside interests of the workpeople concentrated on the firm, so that it is regarded with something of the same kind of loyalty that attaches to a college.

These arrangements for the benefit of the workmen outside the working hours are very striking, but it must be borne in mind that they represent only one side of welfare work and that not the most important. After all, the arrangements inside the factory that are the primary concern of the employer, and from the workpeople's point of view also the most important thing, is that their work should be made at the worst tolerable, and at the best actively pleasant. No amount of amenities provided outside working hours can really compensate for work which is felt to be a burden. P. 193.

Welfare equipment inside the factory, such as canteens, mess-rooms, cloak rooms, rest rooms, baths, lavatories, recreation rooms, while by no means constituting the whole of " welfare ", is very important, and most large firms nowadays take such matters into consideration in planning new factories. Sometimes such provision is made on a very elaborate scale, but in most cases reasons of space and finance preclude this, and the essentials, such as are indicated in a series of pamphlets issued by the Home Office, can be secured without great expense.....While the provision made in some large works is very striking, not the least satisfactory feature of the present situation is the efforts made by small firms to do what they can within the limits of their resources. In several instances, firms which could not have provided a mess-room individually have combined to do so jointly.

The most characterstic feature of voluntary welfare is the effort to organise the work in such a way that the workman is able to enjoy his work and apply his energy to the greatest advantage. This means that workpeople have to be carefully selected in the first instance and having been allocated to the particular jobs for which they appear to be most suited are changed from time to time so as to avoid staleness and to give reasonable prospects of promotion. Further, while it is inevitable that the workmen should adapt himself to the machine, everything possible must be done to adapt the machines to the workman and to encourage the workpeople to make their own suggestions as to alterations in methods of work which would relieve strain and increase efficiency. It is this work which is the primary consideration of the Welfare Supervisor. Welfare work in this sense is really the direction of personnel, a subject which in this country, as well as in others, is now coming to be regarded as of very great importance to the success of any undertaking. In a number of firms one of the Directors is specially responsible for this side of the work. Business is not exempt from laws which regulate other forms of human association and requires for its success good, intelligent leadership.

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APPENDIX III.
Extract from Survey of Industrial Relations.*

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THE MINERS' WELFARE FUND.† P. 196.

The Mining Industry Act, 1920, by means of a levy upon all colliery owners of one penny per ton of output, provides a fund for the improvement of social conditions of colliery

*Committee on Industry and Trade—Survey of Industrial Relations—Printed and published by H. M.'s Stationery Office, 1926, Price 5*s.* net.

†Full details regarding this Fund can be found in the successive Annual Reports of the Miners' Welfare Committee. Reports covering the period up to 31st December, 1925, are obtainable from H. M.'s Stationery Office.

workers. Contributions are calculated with reference to the output during the previous calendar year, and become due by 31st March of each year, the last being due on 31st March, 1926. The total period of collection is 5½ years, and the Fund at the end of the period will probably have received about 5½ million pounds.

The duty of allocating (subject to the requirements of the Act) the money from time to time standing to the credit of the Fund is vested in a Committee of five persons appointed by the Board of Trade, of whom one is appointed after consultation with the Mining Association and another after consultation with the Miners' Federation.

The objects of the Fund are defined by the Act as "such purposes connected with the social well-being, recreation and conditions of living of workers in or about coal mines, and with mining education and research, as the Board of Trade after consultation with any Government Department concerned may approve."

District Funds.—The Committee are required by the Act to assign for the benefit of each of the 25 Coal Districts mentioned in the Act, four-fifths of the amount contributed by the Owners in that District. This portion of the Fund in each District is known as the District Fund.

Before any money is allocated from a District Fund for a local purpose, the Committee must consult with the appropriate District Committee, which consists of representatives of the Owners and Management of the coal mines in the district, and an equal number of representatives of workmen in or about such mines. In practice this requirement has resulted in all local schemes being prepared and submitted to the Miners' Welfare Committee for approval by District Welfare Committees, who have undertaken the responsibility of seeing that the District Funds are equitably distributed in their Districts, and who frequently co-operate with Local Authorities, as provided in the Act.

P. 197.

General Fund.—That portion (one-fifth) of the Fund not allocated to the District Funds is reserved for expenditure at the discretion of the Committee, subject to the approval of the Board of Trade. It is known as the General Fund, and the Committee have decided to devote it to national purposes, and to spend roughly half of it on Health and Safety Research and half on Senior and Advanced Mining Education.

That the Fund has been a great success is evidenced by the often-expressed desire on both sides of the industry to have it extended for a further period.

MINISTRY OF HEALTH.

Letter to the Ministry of Health, dated London, the 6th June, 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to ask that with the approval of the Minister, official evidence may be furnished to the Commission on the subject of Health Insurance.

Enclosed is a copy of a letter sent to prospective witnesses. attached to which will be found copy of the terms of reference to the Commission and a list of the subjects engaging their attention. This will give an indication of the scope of the inquiry . . . . . they feel that it is desirable to examine certain aspects of sickness insurance in this country. For example, they wish to have on record some account of—

(1) The actuarial foundation upon which the British scheme was based, of the time, staff and cost involved in its preparation.
(2) The working of the English system including its administration and cost.
(3) The medical organisation required.
(4) Experience, which might be of value to the Commission, gained in the course of operation of English Acts.
(5) They would be glad also to have a general indication of the data necessary for the preparation of any such scheme.

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MEMORANDUM OF THE MINISTRY OF HEALTH.

National Health Insurance.

The scheme of National Health Insurance in Great Britain was established by the National Insurance Act, 1911, which came into operation on the 15th July 1912. The Scheme had been under detailed consideration for about three years prior to its introduction to Parliament, and it came into complete operation about 2½ years after being placed upon the Statute book. Since the introduction of the Scheme 13 amending Acts have been passed, but they have in the main dealt with matters of comparative detail and the main structure of the original Act still stands.

The scheme is on a compulsory and contributory basis, the contributing parties being the insured persons, the employers, and the State. The persons who are required to be insured comprise roughly all wage earners over the age of 16, excluding persons engaged in a non-manual occupation whose rate of remuneration is in excess of £250 a year. Certain classes of persons are, however, excepted from the compulsory provisions of the Act. The most important of these exceptions are persons employed under the Crown, by a local Authority or a statutory company who, under the terms of their employment are entitled during sickness to provision at least as favourable as the ordinary sickness and disablement benefits under the Acts. Certain other persons who would otherwise be compulsorily insured are entitled to apply to the Minister for exception if they can prove—

(*a*) that they are in receipt of a pension or private income of at least £26 a year or
(*b*) are mainly dependent for livelihood on another person or
(*c*) are mainly dependent upon some other occcupation which is non-insurable or
(*d*) are only intermittently employed.

The employer of an exempt person remains liable for his own share of the weekly contribution.

Persons who are compulsorily insured by virtue of their employment are known as "employed contributors". In addition there is a class known as "voluntary contributors" who must themselves pay the whole contribution each week, *i.e.*, the employer's and employee's share at the ordinary employed rate. The classes of persons who are entitled to become voluntary contributors are strictly limited, and are, in the main, those persons who, having been insured as employed contributors for at least two years, have ceased to be subject to compulsory insurance, *e.g.*, by reason of their rate of remuneration having risen above £250 a year. Excepted and exempt persons are also entitled, under certain conditions, to become voluntary contributors. Married women are not entitled to become voluntary contributors in any circumstances, but an uninsured man who married an insured woman may, by virtue of her insurance, elect to become a voluntary contributor. The scheme of health insurance is interlocked with that of the widows', orphans', and old age contributory pensions, and a voluntary contributor is required to pay contributions under both these schemes. A voluntary contributor whose income exceeds £250 a year is not entitled to medical benefit and his contribution is accordingly reduced by 3*d.* a week.

The total number of insured persons in England, Scotland and Wales at the end of 1927 was over 16 millions. About 98 per cent. of insured persons are members of Approved Societies, *i.e.*, Societies approved by the Minister for transacting business under the Act. The insurance of the remaining 2 per cent. is administered centrally by the Ministry. They are either members of the Deposit Contributors Fund which admits all persons who, for one reason or another, do not secure admission to an Approved Society, or of the Navy, Army and Air Force Insurance Fund, which is specially constituted to deal with the insurance of serving members of the Forces and disabled *ex*-service men who are not members of Societies.

The following table shows the approximate number of insured persons in England, Scotland and Wales entitled to benefits on 31st December 1928 :—

	Men.	Women.	Total.
(*a*) Members of Approved Societies ..	10,588,400	5,392,900	15,981,300
(*b*) Deposit Contributors	157,800	99,800	257,600
(*c*) Members of Navy, Army and Air Force Insurance Fund	145,000	..	145,000
(*d*) Exempt persons	16,580	7,200	23,700
	..	..	16,407,600

Contributions.—Since 1926 the weekly rate of the health insurance contribution has been 9*d.* for men and 8½*d.* for women, of which 4½*d.* is payable by the employer. The employer is required to pay the whole contribution in the first instance, but is entitled to recover the employee's share by deduction from wages. In the case of the voluntary contributor the whole contribution is payable by the insured person himself. The State contribution towards the cost of the scheme takes the form of the payment of a definite proportion of the cost of all benefits and of their administration.

Since 1926 this proportion has been one-seventh in the case of men and one-fifth in the case of women.

As regards sickness and disablement benefits, the experience of an old established Friendly Society, the Manchester Unity of Odd Fellows, in the period 1893-97, with certain necessary adjustments, was selected as the ground work on which the financial structure of the Act was based. This experience is still retained as the basis in respect of men's benefits; but in respect of women's benefits considerable adjustment has, in the light of experience, been found to be necessary. The present actuarial basis in regard to women's benefits is drawn from the experience of a large sample of the female insured population in the year 1923 and was adopted in consequence of the recommendations of the Royal Commission on National Health Insurance. A flat rate of contribution is payable irrespective of the age of the insured person at the date on which he first becomes insured. The rates are fixed so as to cover the actuarial cost of the benefits of persons entering insurance at the age of 16, and would not in themselves be sufficient to meet the actuarial cost of the benefits of persons entering insurance at higher ages. The difference is made good by a system of book credit called Reserve Values, which are gradually converted into cash through the operation of a Sinking Fund made up out of small deductions from all weekly contributions over a period of years. This system of reserve values, taken in conjunction with the State contribution towards the cost of benefits and administration, is equivalent in its effect to the payment by the State of the necessary reserves to enable full benefits to be paid to all insured persons, irrespective of their age on becoming insured, in return for a flat rate of contribution.

Benefits.—

(1) *Medical benefit* consists of free medical attendance and treatment and the provision of proper and sufficient medicines and certain medical and surgical appliances. The medical attendance is limited to such as is within the competence of an average general medical practitioner, and does not include attendance or treatment in respect of a confinement. An insured person becomes entitled to this benefit immediately upon his entry into insurance. The benefit is not available to voluntary contributors whose income exceeds £250 a year.

(2) *Sickness benefit* consists of periodical payments during incapacity for work caused by some specific disease or bodily or mental disablement. The standard rates are 15 a week for men and 12 a week for women. The benefit normally commences on the fourth day of incapacity and may continue for a maximum period of 26 weeks. Benefit is not payable until the insured person has had 26 weeks in insurance and has paid 26 contributions, when benefit at the reduced rate of 9 for men and 7/6 for women becomes payable, until 104 weeks of insurance have been completed and 104 contributions paid, when benefit becomes payable at the standard rates.

(3) *Disablement benefit* is a continuation of the periodical payments at the lower rate of 7*s.* 6*d.* weekly for both men and women in respect of incapacity after the maximum period of 26 weeks sickness benefit has been exhausted. It is payable until incapacity

terminates or until the age of 65 is reached, which ever first occurs. The qualifying conditions for the receipt of this benefit are 104 weeks of insurance and the payment of 104 weekly contributions.

(4) *Maternity benefit* is a money payment of £2 on the confinement of the wife (or in the case of a posthumous child, of the widow) of an insured man, or of a woman who is herself insured. In the case of a married woman who is herself insured, benefit is payable both in respect of her own and her husband's insurance. The qualification for this benefit is 42 weeks of insurance and the payment of 42 weekly contributions. An insured woman is entitled to sickness benefit, subject to the ordinary conditions, in respect of incapacity due to pregnancy, and also in respect of incapacity after the fourth week following her confinement.

(5) *Additional benefits* may take the form either of increases in the standard rates of cash benefits or of payments towards the cost of various forms of treatment, such as dental, ophthalmic or convalescent home treatment. These benefits are not payable by all Societies, but only by those which are found on valuation to have surplus funds available for the purpose.

A contribution is payable in respect of an insured person for each week during the whole or any part of which she is employed. If in any week there has been no employment the insured person falls into arrears and unless those arrears are excused or redeemed by the payment of the appropriate arrears penalty during the time allowed he is penalized by the reduction or suspension of sickness, disablement and maternity benefits. Arrears are excused for weeks of certified sickness of which due notice has been given and arrears accruing during weeks of proved genuine unemployment also involve no penalty. An employed person is therefore credited with a contribution for every week of employment, of certified sickness or of genuine inability to obtain work, but if, during any contribution year (July to June) he voluntarily abstains from work or engages in a non-insurable occupation he is treated as being in arrears, and unless such arrears are redeemed within the period of grace his cash benefits during the ensuing calendar year are reduced or suspended according to the number of arrears outstanding.

An employed contributor who ceases employment and does not elect to continue in insurance by becoming a voluntary contributor does not immediately cease to be insured and entitled to benefits, but continues to be entitled for a period between 1½ and 2 years to the full rates of benefit. (subject to arrears) and if he proves that throughout that period he has been genuinely unemployed his insurance is extended for a further year, during which he is entitled only to reduced rates of benefit. A person who becomes unemployed after attaining the age of 60 (55 in the case of a woman) and has been insured for at least 10 years remains in insurance so long as he continues to be genuinely unemployed. In this way his title to a contributory old age pension at the age of 65 is safeguarded.

Sickness or disablement benefit is not payable for incapacity due to an accident or an industrial disease for which the insured person is entitled to compensation or damages unless the weekly rate or weekly value of the compensation or damages is less than the weekly amount of the benfit

which would ordinarily have been payable, in which case the difference between the two amounts is payable as benefit.

The title to sickness and disablement benefits and the liability for the payment of contributions cease on the insured person reaching the age of 65, when he ordinarily becomes entitled to a contributory old age pension.

Payment and Collection of Contributions.—Every employed contributor is required to obtain a contribution card at the commencement of each contribution period (which commences on the first Monday in January and July of each year) and hand it to his employer for stamping at the proper times. The card is provided by the Approved Society of which the insured person is a member, and the contribution is paid by the employer by means of purchasing special stamps of the necessary value from any Post Office. The health insurance contribution is paid jointly with the contribution payable under the State Scheme of Widows', Orphans' and Old Age Contributory Pensions by means of a single health and pensions stamp to the amount of the joint contribution affixed in the appropriate space on the contribution card. Shortly after the end of each contribution period the stamped contribution card is forwarded by the insured person to his Approved Society. The money obtained for the sale of health insurance stamps at post offices is paid into a Central Fund known as the National Health Insurance Fund which, in England, is under the control of the Minister of Health. Out of this fund is provided the money out of which Societies and Insurance Committees meet the cost of benefits and of their administration.

Medical Benefit.—The administration of medical benefit is carried out by special bodies known as Insurance Committees, one of which is constituted for every county and county borough. The membership of each committees is required to be appointed so as to secure a majority representation of the insured persons resident in the area, and the remaining members are representative of insurance doctors and chemists or are nominated by the County or County Borough Council. It is the duty of each Insurance Committee to prepare a panel or list of the doctors in its area and a similar list of chemists who are prepared to treat or to provide medicines for insured persons at a scale of remuneration and under conditions agreed upon with the Committee. Any registered medical practitioner is entitled to have his name placed on the list and the insured persons resident in the area have free choice among the doctors whose names appear on the list and may obtain any medicines or appliances prescribed for them by the doctor from any chemist taking part in the service. If the insured person cannot conveniently obtain any necessary medicines from a chemist, the Insurance Committee may require the insurance doctor to provide them. In return for his services the doctor is paid on the basis of a capitation payment of 9 a year for every insured person on his list. In addition to this capitation payment, doctors in rural areas receive additional mileage allowances in respect of the additional cost of travelling. Besides giving the insured person such treatment and furnishing him with such prescriptions as may be necessary the doctor is under obligation to furnish such medical certificates as the insured person may require for submission to his Approved Society in support of a claim for sickness or disablement benefit. A further obligation placed on the doctor under his terms of service is the keeping of records in a prescribed form of the diseases of insured persons treated by him. These records are

designed to serve clinical, administrative and statistical purposes. An insured person is entitled to change his doctor, and when he does so, his medical record is passed to the new doctor. The cost of medical benefit and its administration is met out of a central fund made up out of a sum debited to every Approved Society in respect of each member entitled to the benefit (which is at present limited by statute to a maximum of 13 a year) together with the appropriate Exchequer Grant. An insured person's title to medical benefit is established by a notification furnished to the appropriate Insurance Committee by his Approved Society.

Cash benefits.—The cash benefits, *viz.*, Sickness, disablement and maternity benefits, are (as regards 98 per cent. of the insured population) administered by bodies known as Approved Societies. Any body of persons may make application to the Minister of Health for approval, the only statutory conditions imposed being that the Society shall not be run for profit and that its rules shall be so framed as to ensure to the satisfaction of the Minister that the affairs of the Society as regards State Insurance are subject to the absolute control of the members. Societies are not ordinarily grouped on a territorial basis, but the members as a rule have some community of interest which may be occupational, religious or social, or may arise out of membership of the private side of the Society. There are many types of Approved Societies, the principal being Friendly Societies (with or without branches), Trade Unions, Societies associated with Industrial Assurance Companies and Employers' Provident Funds. The number of Approved Societies in Great Britain is roughly 1,000, thirty of which are divided into branches, each branch being a separate and self-governing financial unit. The total number of branches is about 7,000. The membership of Approved Societies varies from less than 100 to over 2 millions.

On approval being granted, a Society becomes entitled to receive the contributions of its members and is responsible for the payment of the cash benefits to which its members may become entitled. An insured person may apply for admission to membership of any Approved Society, but a Society is entitled to reject any application except solely on the ground of the age of the applicant. Each Society is a self-contained financial unit and the members stand to gain or lose by the sickness experience and standard of administration of their own Society.

The members of each Society are required to surrender to the Society their stamped contribution cards at the end of each contribution period, and the amount credited to each Society in the National Health Insurance Fund is determined by reference to the value represented by the stamps on the cards so surrendered. Out of this credit, together with the appropriate State grant, the Society receives the money out of which it pays benefits and the costs of administration. For this latter purpose the Society is allowed to appropriate a specific annual sum per head of the membership. This sum is at present 4*s.* 6*d.* for ordinary members and 2*s.* 3*d.* for members who are serving with the Forces.

In so far as the sum standing to the credit of a Society in the National Health Insurance Fund is not required to meet the current expenses of the Society it is available for permanent investment and one half is paid over to the Society for investment by the Trustees and the other half is transferred to the credit of the Society in the Investment Account for investment by

the National Debt Commissioners. The total sum invested by or on behalf of Approved Societies in the year 1928 was £1,216,000.

The assets and liabilities of every Approved Society and Branch are valued at intervals, usually of five years, by Valuers appointed by the Treasury. If on valuation a surplus is disclosed, such part of that surplus as the Valuer certifies to be disposable is available to the Society for the provision of additional benefits to its members in accordance with a scheme drawn up by the Society and sanctioned by the Minister of Health. Most approved Societies are in a position to provide additional benefits, but a small proportion, by reason of having no disposable surplus, are unable to do so. The amount of surplus varies very considerably between different Societies, and in consequence there is a fairly wide disparity between the additional benefits which Societies are able to provide. This disparity is due in the main to the segregation in Approved Societies of workers in occupational groups. It will be clear that the sickness experience of a group of insured persons consisting wholly of miners or of iron and steel workers will be much heavier than that of other groups consisting of agricultural workers or clerks.

Special provision is made in order to meet any deficiency which may be disclosed on the valuation of a Society. A small deduction is made from each contribution paid in respect of a member of a Society and is credited to a contingencies fund. This contingencies fund is applied towards making good any deficiency disclosed on the Society's valuation, and in so far as it is not required for this purpose it becomes available for the provision of benefits. Each Society has its own contingencies fund, and in addition, a central fund is constituted for the purpose of making good any deficiency which still remains after the application of a particular Society's contingencies fund. This central fund has also been built up out of a small deduction from weekly contributions, and is augmented by an Exchequer grant. It is only very rarely that recourse to the central fund is necessary, but any grant from that fund is conditional upon the Society satisfying the Minister that the valuation deficiency is not due to unsatisfactory administration on the part of the Society.

At the first valuation, which was made as at 31st December, 1918, the aggregate amount of the surpluses disclosed was about £17,000,000. At the second valuation made five years later the aggregate surpluses exceeded £42,000,000, of which about £27,000,000 was available for additional benefits and the balance of about £15,000,000 was kept in reserve. The membership of Societies showing surpluses was about 15,000,000 while that of Societies with deficiencies was only about 250,000. A very large proportion of Societies are therefore in a position to provide additional benefits to their members by way of increases to the standard rates of sickness, disablement and maternity benefits and also to pay the whole or part of the cost of certain forms of treatment not coming within the scope of medical benefit. The most popular of these benefits is dental benefit, which is available to about 75% of the insured population. The benefit consists of the payment of not less than half the cost of treatment and dentures. The general arrangements for the provision of a satisfactory service of dental benefit are made by a specially constituted body known as the Dental Benefit Council, which consists of representatives of Approved Societies and dentists with an independent Chairman appointed by the National Health Insurance Joint Committee. This body has agreed upon a scale of charges for the provision of treatment to insured persons, who

are given free choice among the dentists willing to give treatment on that scale.

Other additional benefits which are commonly adopted are ophthalmic benefit (*i.e.* ophthalmic treatment and the provision of spectacles), hospital benefit, convalescent home benefit and the provision of medical and surgical appliances.

An insured person who is ill and wishes to claim sickness benefit or disablement benefit from his Society should at once obtain from his insurance doctor a medical certificate in a prescribed form and should send it forthwith to his Approved Society. Similar certificates should also be forwarded at weekly intervals. If the Society is satisfied that the conditions for the payment of benefit are fulfilled, benefit is paid to the member at weekly intervals. In order to claim maternity benefit the insured person forwards a certificate of confinement to the Society, but the Insurance practitioner is under no obligation to provide such a certificate. If any dispute arises between an insured person and his Society in regard to a claim for benefit it may be referred to an appeals tribunal constituted for the purpose under the rules of the Society, and a final appeal lies to the Minister of Health, whose decision is binding on both parties.

For the purpose of advising Societies in cases of doubtful incapacity for work, and also in cases of admitted incapacity in which it appears that a second medical opinion might contribute to the restoration of the insured person's working capacity, the Minister has appointed a body of medical referees known as Regional Medical Officers. The services of these Officers are also available for advising Insurance Practitioners on questions of incapacity for work or for consultation on other medical aspects of particular cases.

The following statement shows the number of cases of doubtful incapacity referred to the Regional Medical Staff in England during the year 1928, and the results of the references :—

	Men.	Women.	Total.
Number of references for advice as to incapacity for work	119,004	252,125	371,129
Number who "declared off" the funds before examination	..	..	93,838
Number who failed to attend for examination for other reasons	..	..	68,975
Number actually examined	..	..	204,930
Number found to be capable of work ..	..	..	65,103
Number found to be incapable of work ..	..	..	139,827

Deposit Contributors.

Insured persons who do not secure admission to membership of an approved Society within a certain period after their entry into insurance automatically become members of a special fund known as the Deposit Contributors Fund, and their insurance is administered by the Ministry of Health (in Scotland, by the Department of Health for Scotland). Differentiation is made between those persons who, by reason of their state of health, have been refused admission to a Society and those who for other reasons do not join a Society. The latter class are only entitled to benefits up to the limit of the amount standing to their own individual credit in respect of contributions and State grant, but for the former class an Insurance Section of the Deposit Contributors Fund has been formed. The contributions of persons admitted to membership of the Insurance

Section are pooled and they are entitled, in the same way as members of Approved Societies, to the ordinary benefits of the Act. The total number of deposit contributors in England, Wales and Scotland at the end of 1928 was about 258,000. A deposit contributor may at any time apply to an Approved Society for membership.

Administration.—The central supervision of the scheme of National Health Insurance is carried out by the Minister of Health in England and Wales and in Scotland by the Department of Health for Scotland, and the cost of the central administration is borne by the Exchequer. The Minister exercises a general supervision over the administration of the scheme by Approved Societies and Insurance Committees and is responsible for the determination of the many questions of insurability which arise and for enforcing the payment of the statutory contributions. The Minister is empowered to withdraw approval from any Society which is found, after enquiry, to be administering the scheme in a manner prejudicial to the interests of its members. An Inspection Staff is employed in connection with the enforcement of the payment of contributions and for the general local supervision of the Scheme.

As has been observed, the Scheme is mainly administered through 8,000 Societies and branches. Each of these has its own Committee of Management, office staff, sick visitors and agents, the duties of the last named being largely directed to the delivery and collection of about 32,000,000 contribution cards a year and the disbursement of about 25,000,000 cash payments in each year. There are 200 Insurance Committees with local offices and staffs responsible for the supervision of the services of about 17,000 doctors and 12,000 chemists. In addition, there are approximately 10,000 dentists associated with dental benefit, and in addition to a considerable number of ophthalmic surgeons there are some thousands of opticians rendering services in connection with ophthalmic benefit.

The Approved Societies and Insurance Committees are subject to regular audit by a separate Treasury audit staff numbering 440 and costing about £170,000 a year. (This figure is additional to the £5,271,000 shown below as the cost of administration of the Scheme.)

The following tables give information (1) as to the money received under the scheme from various sources in the year 1928 (2) the expenditure on benefits during that year and (3) the cost of administration.

(1) 1928 RECEIPTS (ENGLAND, WALES AND SCOTLAND).

	£
Contributions of employers and employed persons	25,718,200
Interest on accumulated funds	5,853,400
Parliamentary votes and grants	7,138,400
From Central Fund	174,300
Total	£38,884,300

(2) BENEFIT PAYMENTS 1928 (ENGLAND, WALES AND SCOTLAND).

	£
Medical Benefit	10,092,500
Sickness Benefit	11,327,200
Disablement Benefit	6,132,900
Maternity Benefit	1,754,300
Other Benefits	3,017,900
Total	£32,324,800

(3) COST OF ADMINISTRATION OF THE SCHEME (1928).

	£
Approved Societies and Insurance Committees	4,281,500
Central Departments	989,900
Total ..	£5,271,400

From the above figures it will be seen that the total cost of administration was about 13½ per cent. of the total revenue of the Scheme.

Success of the Scheme.

It is generally conceded that the scheme of health insurance in Great Britain has fully justified itself. Considerable opposition was encountered among certain groups at the time of its inception but this has now almost entirely disappeared, and contributions are now paid with a negligible amount of friction.

Royal Commission of National Health Insurance.

In 1924 a Royal Commission was appointed to enquire into the National Health Insurance Scheme and to consider what alterations, extensions or developments should be made. After hearing evidence from representatives of all persons and bodies participating in the Scheme or concerned in its administration the Commission reported that they were " satisfied that the Scheme of National Health Insurance has fully justified itself and has, on the whole, been successful in operation..... We are convinced that National Health Insurance has now become a permanent feature of the social system of this country and should be continued on its present compulsory and contributory basis ". The Commission however made certain recommendations for the improvement of the scheme in detail. The most important of these were that medical benefit should be properly co-ordinated with the other public health services ; that to this and the functions of Insurance Committees should be transferred to the County and County Borough Councils ; and that medical benefit should be extended in its scope to provide specialist and consultant services. In order to provide the necessary money for this last named extension, and further in order to mitigate the inequalities of benefit as between different Societies the Commission recommended that one half of the valuation surpluses of all Societies should be pooled. Owing to certain difficulties which have arisen statutory effect has not as yet been given to these recommendations. The whole scheme of health and pensions insurance is, however, at present under review by a Committee of the Cabinet. A minority of the Royal Commission reported in favour of the abolition of Approved Societies and the transfer of their functions to the local health authorities.

Schemes in British Dominions.

The original Act of 1911 applied to Ireland as well as to Great Britain, and the scheme is still in operation in the Irish Free State. Medical benefit is not however one of the benefits provided in the Free State, and under a recent amendment of the Free State Act the provisions relating to deposit contributors and exempt persons have been discontinued. Reciprocal arrangements are in operation as regards insured persons who remove permanently from the Free State to Great Britain, or *vice versa*. No complete scheme of national health insurance has up to the present been brought into operation in any of the other self-governing Dominions of the British Empire. In Australia a State scheme

of non-contributory pensions for persons permanently incapacitated was introduced in 1908 in conjunction with the non-contributory old age pension scheme. Since 1912 there has in addition been a non-contributory scheme of maternity allowances. A Commonwealth Sickness Insurance Bill was introduced in 1928 as part of a comprehensive scheme of social insurance, including sickness, invalidity, old age and dependants' allowances. The Bill has not, however, been re-introduced since the present Government came into office. As regards South Africa, a Commission was appointed in 1926 to examine and report upon (*inter alia*) a system of national sickness and invalidity insurance. Following the first report of the Commission in 1927 an Act was passed providing for the payment of non-contributory old age pensions to Europeans and persons of mixed race. The second report of the Commission, published in 1929, made certain recommendations for a comprehensive sickness scheme, on a contributory basis (including accident insurance) to be applicabe to industrial or urban areas. No definite steps have been taken in Canada or New Zealand towards the establishment of a State scheme of insurance against sickness but in each country public attention is being increasingly drawn to the desirability of such provision.

MINISTRY OF LABOUR.

Letter to the Secretary, Ministry of Labour, dated London, the 6th June 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to ask that with the approval of the Minister official evidence may be furnished to the Commission in regard to certain matters in which a review of English practice appears to them desirable for the discharge of their terms of reference in regard to labour matters in India.

In general terms these matters are :—

The history functions and working of :—

(1) Employment Exchanges.

(2) Unemployment Insurance.

(3) Minimum wage legislation and Trade Boards.

. . . . . .

A copy of the letter sent to prospective witnesses in India, enclosing copy of the terms of reference and a list of subjects for examination is sent herewith. This will serve to indicate the general scope of the Commission's enquiry but does not afford a sufficient basis for a particular enquiry of the kind now contemplated. The Commission has therefore framed additional schedules in regard to these three subjects designed to indicate the lines upon which the assistance of the Ministry is desired.

(1) Employment Exchanges.

1. The original intention with which they were initiated and functions prescribed.

2. The manner of their institution, staffing, securing of premises, and the like.

3. Subsequent modifications.

4. Extent to which they have fulfilled expectations in assisting employer and employed. In particular, the extent to which the exchanges have been of assistance in dealing with displacement of labour, *e.g.*, in Coal mining and Agriculture.

5. Use made by employers of the Exchanges and efforts made to canvas employers in order to secure the notification of vacancies.

6. Difficulties experienced.

7. The cost of administration with an estimated distribution of administrative cost arising:—

(*a*) from the use of the exchanges as employment agencies.

(*b*) from the administration of unemployment insurance.

. . . . . .

(2) Unemployment Insurance.

1. The basis actuarial or otherwise on which the system in this country was founded.

2. The conditions essential for the successful operation of the system.

3. The Administrative machinery required.

4. The Cost and finance of the scheme as a whole with particulars in regard to the cotton textile, engineering and coal mining industries.

5. The Possibility of and necessary conditions for the institution of a system restricted to a certain trade or trades or to a certain locality or province.

(3) Trade Boards and Minimum Wages.

History of Minimum Wage Legislation and Administration in Industry in Great Britain under the Trade Boards Acts of 1909 and 1918.

Pre 1909 Period.

A. Position leading up to passing of Trade Boards Act of 1909.

1909-1918 Period.

B. Brief account of system and extent of Wage Regulation under the Trade Boards 1909 Act, with a note on administration and enforcement.

C. Results of Act leading to passing of the amended Trade Boards 1918 Act, with a note on the differences between the two Acts.

1918-1930 Period.

D. Trade Boards 1918 Act.

I. Administration :—

(*a*) Trades Covered (Nos. of employers and workers affected).

(*b*) Composition and method of appointment of wage-fixing bodies.

(*c*) Powers of wage-fixing bodies and relation to Ministry of Labour.

II. Enforcement :—

(*a*) Publicity.

(*b*) Inspection (Extent and system).

(*c*) Prosecution.

III. Cost of administration and enforcement.

E. I. Economic effects of M. W. Legislation :—

(*a*) On the Industries concerned.

(*b*) On classes of individuals concerned.

II. The effects upon organisation of employers and employed in the industries concerned.

MEMORANDA OF THE MINISTRY OF LABOUR.

I.—The Employment Exchange system of Great Britain.

1. *Establishment and Original purpose.*—The national system of Employment Exchanges (originally known as Labour Exchanges) as it exists to-day, was established under the Labour Exchanges Act, 1909. [I. Edw. 7-Ch. 7.]

This Act was passed mainly as the result of the recommendations of the Royal Commission on the Poor Laws which, during the period 1905-1909, reviewed, amongst other things, the treatment of distress due to unemployment and devoted considerable attention to ways and means of putting employers requiring workpeople in touch with workpeople requiring employment. The Commission recommended the establishment of a national system of Labour Exchanges for the purpose of assisting the mobility of labour and of collecting accurate information as to unemployment.

2. The Act gave the Board of Trade power to establish and maintain Exchanges in such places as they thought fit and generally to collect and furnish information as to employers requiring workpeople and workpeople seeking engagement or employment. The Board of Trade made General Regulations,* dated 28th January 1910, in pursuance of Section 2 of the Labour Exchanges Act, 1909. The functions of the Board of Trade under the Act were trasnferred to the Ministry of Labour, under the New Ministries and Secretaries Act, 1916, the description "Employment Exchange" being substituted for "Labour Exchange" in the same year. No fees are charged to employers or workpeople for the services of the Employment Exchanges.

3. *Subsequent Modifications.*—The employment Exchanges were established in the first place as Employment Agencies simply, but in 1912 under the National Insurance Act, 1911 (Part 2) they were called upon to undertake

* Statutory Rules and Orders, 1910, No. 800.

the work of unemployment insurance. The postwar pressure of work consequent upon the prolonged depression tended inevitably to hamper the activities of the Exchanges as Employment Agencies but the Ministry are now devoting special attention to this side of the work which is clearly of great importance for the efficient administration of the Unemployment Insurance Scheme.

4. *Present Organization.*—The organization for the discharge of the duties of the Ministry of Labour under the Labour Exchanges Act and the Unemployment Insurance Acts comprises an administrative Headquarters in London Divisional Offices (*i.e.*, local Headquarters) in seven centres, Employment Exchanges and Branch Employment Offices.

5. *Headquarters comprises.*—The Employment and Training Department which is responsible for the general policy (but not the executive control) of the work of the Employment Exchanges and Branch Employment Offices in connection with the placing of persons in employment including the transference of labour both in connection with overseas settlement and with the movement from depressed areas to other areas within Great Britian. It is also responsible for the general policy and exercises control of all matters relating to the training of unemployed persons. The department is divided into three Branches each of which is composed of a small number of Headquarter Divisions each charged with the care of certain aspects of the work.

6. The Unemployment Insurance Department which is responsible for the administration of the Unemployment Insurance Acts and is divided into three Branches dealing respectively with (A) questions of revenue and general nature, (B) benefit, (C) adjudication.

(*i*) Branch (A) deals with the determination of what individuals or classes of individuals come within the scope of the various Acts and considers, in conjunction with the Ministry of Health, the steps to be taken to secure payment of contributions to the Unemployment Fund in respect of periods of insurable employment. It is responsible also for enforcement and prosecution for non-compliance or for misuse of Unemployment books or stamps, and in addition deals with any special problems which may arise in connection with Unemployment Insurance.

(*ii*) Branch (B) is concerned with all benefit questions arising from the making of a claim up to the point of determination by the Court of Referees or higher statutory authority. This includes questions of detection, investigation and, where necessary, prosecution in cases of wrongfu claims to benefit.

It is also concerned with the negotiation and the working of arrangements with associations for the payment of statutory unemployment benefit through their own machinery.

(*iii*) Branch (C) deals with all questions affecting Courts of Referees, their constitution, personnel, proceedings and general co-ordination of the work. It also deals with appeals to the Umpire and maintains such headquarters contact as is necessary with the Headquarters Insurance Officer who is a statutory officer. The Headquarters Insurance Officer's division forms part of this branch.

Each of the above branches is organized in three divisions.

7. The Services and Establishments Department which is in general executive control of the outstations which constitute the executive machinery of the employment Exchange service.

8. The Finance Department which is responsible for the finance and accounts of Unemployment Insurance, of the Unemployment Fund and of transference and training schemes, and is also responsible, through its Claims and Record Office, Kew, for the detailed accounting work appertaining to Unemployment Insurance. In this latter connection it maintains records in respect of each insured contributor of contributions received and benefit paid; it issues certificates as to the contributions paid by claimants so that local offices may be in a position to authorize benefit and it examines and vouches payments of benefit made by local offices, associations and Local Education Authorities.

9. The Divisional Offices are situated in London, Bristol, Birmingham, Leeds, Manchester, Edinburgh and Cardiff. Each is under the charge of the Divisional Controller, who is assisted by a Deputy Divisional Controller and an appropriate staff, and who is responsible for the executive control and organization of the Employment Exchange and Branch Employment Office work, including the local administration of the Unemployment Insurance scheme, in his division. Each Division is composed of the Employment Exchanges and Branch Employment Offices, in a number of counties.

Each Divisional Office consists of a number of Sections each responsible for the general oversight of a particular aspect of the work of the local offices of the Division; as an example, the Divisional Office of the North Western Division comprises the following six Sections:—(*i*) Staff, Premises, Registry and Copying, (*ii*) Inspection of local offices (*i.e.*, Employment Exchanges and Branch Employment Offices), (*iii*) Insurance, (*iv*) Development (*i.e.*, the placing of the persons in employment), (*v*) Juveniles and Local Employment Committees, (*vi*) Women's work.

10. Employment Exchanges have been established in all the more important centres of Great Britain.

All Employment Exchanges with the exception of a few Exchanges set up to deal with certain special classes of workpeople (*e.g.*, the Central Building Trades Exchange for the building industry and the Great Marlborough Street Exchange for women, in London) deal with both men and women applicants. In some cases, the work in connection with women is carried on in separate premises but as a general rule it is carried on in a separate Department of the main exchange premises. A memorandum (Appendix I) is attached regarding Juvenile Departments of Employment Exchanges and Juvenile Employment Bureaux.

Each exchange is in charge of a Manager, who is responsible to the Divisional Controller for the work of the Exchange.

Branch Employment Offices which are in effect small Employment Exchanges are situated in the smaller towns and rural districts; each Office is in charge of a Branch Manager and is under the supervision of the Manager of the nearest Employment Exchange.

FUNCTIONS OF EMPLOYMENT EXCHANGES UNDER THE LABOUR EXCHANGES ACT, 1909.

11. *Exchange Records.*— Each Employment Exchange keeps a permanent register of all employers in its areas, containing names and addresses, classes of labour and numbers employed, method of engagement of workpeople, etc. The Exchange Manager makes periodical calls on employers to explain

how the exchange can help in filling vacancies and generally to bring Exchange facilities to the employers' notice.

Every Exchange keeps a register of vacancies notified to it by employers in its area. It also keeps a register of workpeople seeking employment; this register is classified by occupations and contains particulars of the qualifications and experience of the workers.

The Exchanges circulate particulars of vacancies that cannot be filled by local workers on their registers to surrounding Exchanges in a limited telephone area, and if necessary to their Divisional Offices. The Divisional Offices circulate lists of these vacancies daily to all Exchanges in their Divisions, and where necessary notify them also to Headquarters in London for inclusion in the *National Clearing House Gazette*. This *Gazette* is circulated all over Great Britain and contains particulars of vacancies which it has not been possible to fill locally or divisionally; it is issued weekly to all Exchanges in Great Britain and additions and corrections are issued daily. In certain densely populated industrial areas such as Merseyside, Tyneside, Clydeside, Birmingham and Manchester, special machinery has been established for the interchange of information between Exchanges in the particular areas, to facilitate the movement of labour within those areas.

12. *Selection of workpeople for vacancies.*—Employment Exchange Managers are required to observe strict impartiality in selecting applicants for employment. The ground of selection must be industrial suitability for the vacancy, but among applicants otherwise equally qualified preference is given, by Government decision, to *ex*-service men. It is the practice for the local officer to interview workpeople who appear suitable for a vacancy, in order to see whether they are willing to apply for the job and to enable him to satisfy himself that they are industrially qualified to undertake it. Suitable workpeople are given introduction cards to present to the employer; these cards should be returned to the Exchange, filled in to show whether the workers have been engaged or not. When an Exchange learns of a vacancy in another Exchange area from the other Exchange or from the Divisional List or the *National Clearing House Gazette*, it submits particulars of any suitable applicants on its register to the other Exchange either by telephone or by means of a special form. In general, and subject to special arrangements in connection with industrial transference (*see* paragraphs 24-27), an Exchange to which particulars of applicants from distant Exchanges are sent must endeavour to secure that applicants from nearer Exchanges are considered by the employer before those from the further places, so as to avoid unnecessary travelling. Local Officers keep in touch with Branch Secretaries of Trade Unions, to bring to their notice vacancies for which unemployed members of the Branches may be suitable.

13. *Advance of travelling expenses to workpeople.*—Under the Labour Exchanges Act advances may be made by way of loan towards the expenses of workpeople travelling to places where employment has been found for them through an Employment Exchange. An undertaking to repay the amount of the fare is obtained from the employer or the workman; a proportion of the amount advanced may be met in certain circumstances by a contribution from the Unemployment Fund.

14. *Wages Register: Trade Disputes.*—By regulation made under the Labour Exchanges Act, 1909, an Exchange Manager in accepting notification

of vacancies from employers and in bringing employment to the notice of workpeople can accept no responsibility with regard to wages or other conditions beyond supplying the employer or workman, as the case may be, with any information in his possession as to the wages desired or offered. Copies or summaries of agreements between Associations of Employers and Workpeople for the regulation of wages or other conditions of labour in any trade may, with the consent of the parties to the agreement, be filed at an Employment Exchange, and documents so filed are open to inspection on application. The Regulations also provide that no person shall suffer any disqualification or be otherwise prejudiced (as an applicant for work) by refusing to accept employment found for him through an Employment Exchange, if the ground of refusal is that a trade dispute exists which affects his trade, or that the wages offered are lower than those current in the trade in the district where the employment is found. The Employment Exchanges are bound, when bringing to the notice of workpeople vacancies known to be caused by a trade dispute, to inform them of the existence of the dispute. Under the General Regulations* the officer in charge of an Exchange in notifying applications for employment and vacancies to employers and applicants respectively shall undertake no responsibility with regard to wages or other conditions, beyond supplying the employer or applicant, as the case may be, with any information in his possession as to the rate of wages desired or offered.

15. *Reports.*—The Employment Exchanges obtain a large amount of information regarding employment and the general industrial outlook in their areas. Statistical returns of unemployment are rendered regularly to Headquarters and tabulated for departmental purposes and for publication in weekly communiqués issued to the Press and in the monthly *Ministry of Labour Gazette.* The Officers in charge of Employment Exchanges render monthly reports in detail on the employment situation, and these reports form the basis of general reports to the Minister.

16. *Local Employment Committees.*—Local Employment Committees are appointed by the Minister to give advice and assistance in connection with the work of the Employment Exchanges. There is usually a Committee attached to each Exchange, but in the case of some Exchange areas in large towns two or more Exchanges are covered by one Committee. Where there is a Committee to one Exchange the Manager of the Exchange is Secretary to the Committee ; in other cases the senior Exchange Manager is Secretary. Each Committee is composed of two equal panels nominated by Employers' Associations and Trade Unions respectively, together with a third panel containing representatives of other interests, such as Local Authorities and *ex*-Service men. The Chairman is appointed by the Minister. The Committee usually sets up Sub-Committees for special purposes, for example, a General Purposes Sub-Committee, to keep in touch with the working of the Exchange ; a Disabled *ex*-Service Men's Sub-Committee for finding employment for disabled *ex*-Service men where this work has not been specially delegated to a Committee known as the King's Roll Committee ; a Women's Sub-Committee for the purpose of keeping in touch with the women's side of the work. Periodical reports on the working of the Exchange are submitted to the Committee,

* Statutory Rules and Orders, 1910, No. 800.

and they may interview applicants who have any special difficulty, investigate complaints or criticisms against the Exchange and suggest improvements in the Exchange machinery.

17. *Difficulties experienced.*—Generally it may be said that experience has shewn that the organization of the Exchange service in its broad principles is sound. Such difficulties as have been experienced are of a minor character incidental to the running of a large undertaking of the kind. It is impossible to select any particular difficulty for special notice ; the organization is continually evolving and extending its sphere of usefulness, and this must inevitably involve frequent changes of detail.

The Employment Exchanges when established in 1909, were an entirely new feature in the industrial organization of the country, and as a new service met with the difficulties inseparable from a new undertaking. There was no compulsion on workpeople to attend the Exchanges, which were regarded with some suspicion by Trade Unions and other agencies who undertake similar functions to those of the Exchanges in placing workpeople in employment. As the Exchanges were on a voluntary basis, they were most used in the early years by unskilled workpeople of the type difficult in any circumstances to place in employment. There was, accordingly, some doubt on the part of employers that they could get the type of workpeople they required from the Exchanges, or that the Exchanges were competent to discharge the functions for which they had been established. During the war, and during the subsequent military and civil demobilization, the duties of the Exchanges were of a special nature having regard to labour conditions prevailing at that time.

18. The Unemploment Insurance Act of 1920 brought about 11,750,000 people within the scope of the Act. When workpeople insured under the Unemployment Insurance Acts want to draw benefit they are required, as a condition, to attend an Employment Exchange and register for employment.

The Exchanges, which before the Unemployment Insurance Scheme was introduced relied on casual applicants for employment to fill vacancies notified by employers, had a much wider field to draw from as the result of the Unemployment Insurance Act, and were thus in many instances, in a position to submit more suitable applicants to employers. Employers generally are realizing the great benefit of the service, and many important industrial concerns now use the Exchanges exclusively for filling their vacancies. At the same time, however, some Associations of Employers and Associations of Workpeople have machinery for filling vacancies in their particular industries which they continue to use in preference to the Employment Exchange service. In some cases also industrial concerns maintain private employment bureaux and their own waiting lists of workpeople seeking employment.

19. *The Development of the Employment Exchanges as Employment Agencies.*—Although during the war the Exchanges did work of the greatest importance, and after the War were concerned with demobilization and resettlement, nevertheless, these were temporary problems of a different character from those arising in the normal working of the system.

After the short boom of 1919 to 1920 came an industrial collapse, and the Exchanges were necessarily pre-occupied by the administration of a new, complicated, and developing Insurance Scheme.

The following figures of the total vacancies filled by the Exchanges each year from 1911 to 1929 give a general measure of the development of the system:—

Year.	*Vacancies Filled.*
1911	608,475
1912	809,553
1913	895,273
1914	1,086,738
1915	1,279,918
1916	1,534,928
1917	1,536,383
1918	1,495,774
1919	1,258,965
1920	920,979
1921	807,328
1922	697,036
1923	893,713
1924	1,143,742
1925	1,279,292
1926	1,082,917
1927	1,252,707
1928	1,327,218
1929	1,604,116*

It will be observed that the number of vacancies filled shewed a sharp rise in 1912 over the figures of the preceding year. This increase coincided with the coming into operation of the National Insurance Act, which, however, applies only to a few specified trades the chief of which were engineering, shipbuilding and building, and covered about 2¼ million workpeople. The effect of the operation of the scheme was to give the Exchanges greater opportunities of supplying employers with workpeople of the type they required as when claiming benefit workpeople must register for employment at the Employment Exchange.

The fall in the figures from 1920 to 1922 is attributable to the depression in industry which then occurred. Since 1922, however, the Exchanges have been steadily increasing their business as employment agencies, apart from the slight setback in 1926 which was due to the general strike and coal dispute which began in May of that year.

The increase in the figures in the last few years has been common to all three branches of the Exchange service, *viz.*, men, women and juveniles.

Several factors contributed to this position. Foremost is unquestionably a greater appreciation on the part of employers of the services which the Exchanges can give them. Further, for some years past much work has been done in improving the placing machinery, linking up neighbouring Exchanges, improving registrations of applicants, quickening the procedure and the like Nevertheless, the increase might not have been so marked but for a conscious and sustained effort on the part of the Exchanges which has, it is hoped, created a goodwill likely to lead to further usefulness in the future to both partners in industry.

20. Many employers show their confidence by undertaking to engage all their labour through the Employment Exchange and by posting notices at

* During the course of oral evidence of Mr. J. F. G. Price, Principal Assistant Secretary, Unemployment Insurance Department, Ministry of Labour, this figure was corrected to 1,554,000. [Part II, L. 748.]

their gates to this effect. To avoid useless application and disappointment on the part of unemployed men, such employers were asked to agree to the inclusion of their names in a list exhibited at the local Exchange, saying that all their labour is engaged through the Exchange, and, by the end of 1929, some 1,800 employers, including a number of large industrial concerns, had agreed to their names being posted in this way.

21. Figures for the more important Trade groups in which vacancies for men and women were filled during 1929 are given below:—

Trade Group.	*Vacancies Filled.*
I. Men—	
Building Trade	145,848
Works of Construction	91,903
Transport Trades	87,957
Engineering	87,452
Government and Professional	66,154
Commercial Occupations	39,205
Ship-building	34,460
Mining	28,781
Agriculture	26,636
Gas, Water, etc.	22,196
Domestic Service	22,196
Iron, Steel and other Metals	18,375
General Labourers	122,268
II. Women—	
Domestic Service	152,847
Cotton	39,691
Clothing	28,509
Commercial Occupations	21,447
Miscellaneous Textiles	19,398
Food, Drink, Tobacco, etc.	13,884
Pottery, Glass	11,312
Wool	8,145
Engineering	7,565

22. It is not possible to say what proportion the labour engagements effected by means of the Employment Exchange machinery represent of the total labour engagements in each industry.

The only definite information available to the Ministry as to engagements of labour not effected through the Exchanges is that relating to contributors insured under the Unemployment Insurance Acts, who, after a spell of unemployment during which they had been registered as " wholly unemployed " (workpeople whose usual employment is not of a casual nature) at a local office of the Ministry, " lift " their Unemployment Books from that local office upon entering again into employment.

Such statistics obviously do not give a picture of the total labour engagements taking place throughout the country.

A recent analysis, however, of such statistics shows that approximately 20 per cent. of the " wholly unemployed " contributors who entered into employment after a spell of unemployment, during which they were registered at a local office of the Ministry, were placed in that employment through the machinery of the Employment Exchanges.

23. *Canvassing.*—The Employment Exchanges being in constant touch in the course of their work with employers in their areas no opportunity is lost of canvassing those employers who do not make regular use of the Exchange. Much useful convassing is done over the telephone, by bringing to the

notice of employers applicants whose qualifications seem to make them particularly suitable to their business. It has been found by experience that an employer will often engage a man of outstanding qualifications even though it had not previously occurred to the employer to notify a specific vacancy for such an individual.

In addition to personal visits, circular letters setting forth the facilities for the engagement of workpeople offered by the Employment Exchange service are issued from time to time by the Exchanges to employers, particularly at appropriate times to those whose business is mainly of a seasonal nature, *e.g.*, to employers in the building trade, to farmers and proprietors and managers of hotels and boarding houses at seaside resorts.

Recently a general circular letter over the Minister's signature was issued by all Exchanges in Great Britain asking for the co-operation of employers in developing the National system of Employment Exchanges. The employers to whom this letter has been issued are being visited by officials of the Employment Exchanges, and there is evidence that the letter has been of considerable value in securing increased co-operation between employers and the Exchanges.

24. *The extent to which Employment Exchanges have been of assistance in dealing with displacement of labour.*—Experience has shown that the Employment Exchange system can be conveniently used to distribute to other occupations or areas which are in a position to employ additional workpeople, labour displaced by a contraction in the requirements of any particular trade or industry.

(*a*) *Depressed Mining areas.*—As a result of the recommendations of the Industrial Transference Board (July 1928) the machinery of the Employment Exchanges has been used to transfer surplus labour from the depressed mining industries to more prosperous industrial centres where, notwithstanding temporary unemployment, there is great activity in the local labour market and a constant increase in the number of people in work.

Up to 26th May, 1930, 55,381 workpeople from the depressed mining areas have been transferred to employment in other districts through the Employment Exchange service. 49,276 of these are men who have been placed in industrial employment either direct or after passing through a Transfer Instructional Centre or Government Training Centre, or have been placed in temporary employment on State-aided Relief Schemes.

25. As regards the workpeople placed in industrial employment the successful placing of these has been largely due to the special efforts made by Employment Exchanges. In filling vacancies for which suitable labour was not available locally, Exchanges in the non-depressed areas have endeavoured to obtain workpeople from the scheduled depressed mining areas before giving a wider circulation to the vacancies. They have also encouraged employers in districts of relatively low unemployment to reserve, where practicable, a small proportion of vacancies for workpeople from the depressed mining areas and have taken such other opportunities as were reasonable to promote transfer. In this way numbers of miners from the depressed areas have been placed in unskilled or semi-skilled employment. Considerable numbers of depressed area men have, moreover, been found colliery employment in developing coalfields. By dint of close co-operation with the colliery managers and careful study of their requirements and of the

working conditions prevailing in the various colliery districts, the standard of selection of men submitted to the collieries by the Exchanges in such that the Exchanges are of considerable service both to the employers and the men themselves in the matter of supplying suitable labour.

26. As was to be expected, the best of the unemployed labour in the depressed mining areas, so far as it was mobile, was the first to transfer to employment elsewhere, and in course of time it began to become apparent that many of the men left behind in the depressed areas who were prepared to transfer needed a course of hardening or re-conditioning in order to fit them for employment to which they might be sent. Increasing use has therefore been made of the Transfer Instructional Centres, at which selected men who have been unemployed for some time are helped to regain their fitness for work, and, at the end of their course, which lasts for a maximum of three months, special efforts are made by the Employment Exchanges to place them in employment on road and relief schemes and in other employment. In addition, numbers of men from the depressed areas have passed through the Government Training Centres where they have received instruction in certain occupations and on the completion of their course have been successfully placed in employment.

The recruitment of transferred men for State-aided schemes has been performed exclusively by the Exchanges. Men from the depressed mining areas are sent to schemes operating in relatively prosperous areas with a view to their ultimate absorption in the ordinary industrial employment in those areas and the Exchanges have been successful in placing large numbers of men from relief schemes in industrial employment in good absorptive areas.

Owing to housing difficulties, the transfer of married men with families in the depressed areas presents a special problem. Under the Household Removal Scheme, which is being administered through the Employment Exchanges, married men transferring permanently from the depressed areas to other districts where they have prospects of regular employment may receive loans or grants, according to circumstances for subsistence and household removal and with the assistance thus available the transfer of families from the depressed areas is steadily being effected.

27. *Agriculture.*—Unemployment in agriculture is of a different character from the severe and prolonged unemployment in the depressed mining areas, to assist in relieving which and in redistributing the surplus labour the Employment Exchanges, since 1928, have been carrying out the policy of industrial transference described above. Seasonal demands for labour for the harvest fruit picking, the beet sugar crop, etc., in excess of the local supply are met by the Employment Exchanges by importing labour from other agricultural or from urban industrial districts, but so far the Exchanges have had no occasion to deal on any considerable scale with problems arising from the displacement of agricultural labour. As agriculture is not within the scope of Unemployment Insurance, the use of Exchanges by agricultural workers and by employers is on an entirely voluntary basis.

II.—Unemployment Insurance.

History.

28. A historical review of unemployment insurance up to 1925 is given in paragraphs 4 to 29 of the Report of Lord Blanesburgh's Committee on Unemployment Insurance, 1927. Information on the origin of the scheme and

on its working down to 1925 is also contained in the official evidence tendered to that Committee and printed in Volume II of their Report. The following paragraphs of this note give an outline of the subsequent development of the scheme.

29. A very severe strain was thrown upon the Unemployment Insurance Scheme during 1926 and the early part of 1927 in consequence of the heavy increase in unemployment arising from the dispute in the coal-mining industry and the general strike. Besides the heavy increase in unemployment benefit arising from these causes, the finances of the scheme were worsened owing to the reduction of the revenue in consequence of the lowering of the contributions of all three parties under the Unemployment Insurance Act of 1925 and the Economy Act of 1926. The debt of the Fund in fact rose during the year 1926 by over £15,000,000 to £22,640,000.

30. Lord Blanesburgh's Committee reported in January, 1927, and the Unemployment Insurance Act, 1927, gave effect to their principal recommendations save with regard to the rate of contributions from the three contributing parties. The principal provisions of the 1927 Act were as follows :—

The discretionary power of the Minister to allow benefit where the contribution condition was not satisfied was abolished and all benefit was made payable as of right where the requisite conditions were satisfied.

Claims on which a considerable amount of benefit had been paid were to be subjected to a periodical review.

Lower rates of benefit were prescribed for individuals between the ages of 18 and 21.

The contribution qualification for benefit was altered so as to require the payment of not less than 30 contributions in respect of the two years preceding the claim.

The rates of benefit were slightly modified.

There were also various other changes relating to classes of dependants, the continuity rule and minor matters.

31. The Act came into force on the 19th April, 1928. Certain of its provisions, however, did not take effect until July, 1928, and the Act contained transitional provisions to apply to insured contributors who could not satisfy the full first statutory condition.

During 1928, as a result of the increase of unemployment, it was necessary to increase the borrowing power of the Unemployment Fund from £30,000,000 to £40,000,000. This was done by the Unemployment Insurance Act of 1928.

32. The provisions enabling the payment of benefit in cases where 30 contributions had not been paid in the previous two years were due to terminate on the 19th April, 1929, but as the employment position had not improved it was necessary to retain them. Accordingly the Unemployment Insurance (Transitional Provisions Amendment) Act, 1929, extended the transitional period for another twelve months. The effect of this measure was to enable considerable numbers of persons who would otherwise have fallen out of benefit from the 19th April, 1929, to continue in receipt of benefit. A second Act was passed later in the year increasing the Exchequer contribution to the Unemployment Fund to one-half of the joint contribution of employer and employed person, thus giving effect to the recommendation of the Blanesburgh Committee that the Exchequer contribution should be one-third of the total.

33. On 25th July, 1929, the Minister appointed a Committee under the chairmanship of Sir Harold Morris, K. C., to consider and report upon the constitution and procedure of statutory authorities performing the functions of insurance officers and courts of referees under the Unemployment Insurance Acts and the nature of the evidence to be required as to the fulfilment of the conditions or the absence of the disqualifications for the receipt of unemployment benefit under the Acts. The Committee* made recommendations regarding the procedure for the determination of claims, and also as to the then existing requirement that a claimant for benefit must show that he was " genuinely seeking work ".

34. The Unemployment Insurance Act, 1930, carried out in the main the recommendations made by the Morris Committee, and in addition, while abolishing the " genuinely seeking work " condition, placed on the Ministry of Labour the onus of proving that a claimant had refused an offer of suitable employment. The Act made certain increases in the rates of benefit for persons aged 17, 18 and 19 and increased the rate of additional benefit for adult dependants from 7*s.* to 9*s.* a week. Also, certain additions were made to the classes in respect of whom dependants' benefit is payable. The periodical review of claims by courts of referees was abolished. The transitional period was extended for a further twelve months until the 19th April, 1931, and one of the transitional conditions, namely, that a claimant had had a reasonable period of employment during the last two years, was abolished. The cost of paying benefit under the extensions of the transitional period was transferred from the Unemployment Fund to the Exchequer. The operation of the provisions of the Act is limited to the 30th June, 1933, after which the Unemployment Insurance Acts, 1920-1929, will have effect as if the 1930 Act had not been passed.

35. Unemployment continued to increase towards the end of 1929 and during 1930, with the result that it was necessary again to increase the borrowing powers of the Unemployment Fund. Accordingly the Unemployment Insurance (No. 2) Act, 1930, was passed raising the borrowing powers to £50,000,000.

36. *Administration.*—The Unemployment Insurance scheme is administered by the Minister of Labour through the national system of Employment Exchanges. In the case of Juveniles, the administration is done in certain districts by the Local Education Authority.

The contributions from employers and employed are paid by means of unemployment insurance stamps purchased by the employer from the Post Office and affixed by him week by week to unemployment books issued to his workpeople. The employer of insurable persons is, in the first instance, liable to pay the joint contribution of himself and the employed persons, and he is entitled to recover the employed person's contribution by deduction from his wages.

37. When a worker obtains employment in an insured trade, he has to apply to the Local Office of the Department for an unemployment book which he takes to his employer. The employer retains the book all the time the man is employed, and keeps it stamped up-to-date. The book ordinarily runs for one year when it is exchanged for a new book. When the man falls out of

*Report of the Committee on Procedure and Evidence for the Determination of Claims for Unemployment Insurance Benefit, 1929. (Cmd. 3415.)

employment and wants to claim unemployment benefit he obtains his book from his employer and takes it to the Employment Exchange where he " lodges " his book. The book remains at the Local Office all the time that the man is claiming. One effect of this is that, as the man, being an insured worker, is more likely to get work in an insured trade than in any other trade, and can only start work in an insured trade by handing his book to his employer, a check is provided against improper claims as it is fairly certain that the man is not working whilst his book is lodged.

38. Each day that an insured person is unemployed he is required, in order to prove his unemployment, to attend at the Local Office and sign the Unemployed Register. This form contains the following notice :—

" Each time you sign this you are declaring that on the day or days for which you sign and any previous days signed or marked " excused " you were :—

(1) unemployed ;
(2) capable of and available for work ;
(3) not in receipt of National Insurance sickness or disablement benefit."

When a claimant is seeking unemployment benefit he has, in addition, to sign another form. This contains his " application for unemployment benefit " including a declaration :

(1) that he is the rightful owner of the book referred to and that the stamps thereon have been affixed by his employer ;
(2) his age last birthday ;
(3) the particulars of his last employment which are entered on another part of the form ;
(4) the date of the application.

39. As soon as the application for benefit is made or renewed, a form is addressed to the claimant's last employer requesting him to confirm the particulars furnished by the claimant when applying for benefit, to give the reasons why the employment terminated and to state whether wages or any payment by way of compensation for the loss of employment were paid in addition to the wages earned up to the date of termination of employment. Where the employer's reply indicates possible ground for disallowance of the claim, the terms of the reply are communicated to the claimant who is asked to furnish, within three days, any observations on the employer's statement which he desires to make. After three days the claim, together with the employer's reply and any counter-statement made by the claimant, are sent to the Insurance Officer for decision as to whether benefit should be allowed.

40. An insured contributor may, instead of making a claim direct to an Employment Exchange or Branch Employment Office, make his claim through an Association or Society which has made an arrangement under Section 17 of the 1920 Act. Such a claim is called an indirect claim. The same statutory conditions and disqualifications apply in each case, but the arrangements for obtaining proof of unemployment are dissimilar in certain respects and the weekly payments of benefit are made to their members by the Association instead of by the Employment Exchanges.

Benefit is normally paid on Friday of each week and is computed up to, and including, the previous Wednesday, or to the last day of proved unemployment if earlier. The claimant is required to sign a form of receipt for benefit

paid. The receipt is also a declaration that he fulfils the statutory conditions on the days in respect of which payment is made.

41. It has already been stated in paragraph 8 that the Claims and Record Office, Kew, keeps the accounts of the insured persons. When a claim for benefit is made at a Local Office, the Local Office has to send the particulars of the man to Kew in order to ascertain his contribution position. It is necessary to do this in order to ascertain whether the claimant satisfies the first statutory condition, namely, thirty contributions within the last two years.

When all the necessary particulars in connection with a claim for benefit have been ascertained by the Local Office, the claim is handed over to the Insurance Officer for him to determine whether the claim should be allowed. The procedure for the determination of claims is set out in U. I. L. 31 from which it will be noted that all claims, and all questions arising in connection with claims, are determined by the statutory authorities set up under the Acts. There is also a Leaflet U. I. L. 35, containing notes on the Powers and Procedure of Courts of Referees, prepared for the use of Chairman and Members of Panels.

42. *The Conditions essential for the Successful Operation of an Unemployment Insurance System.*—For the successful operation of an Unemployment Insurance system, the following conditions are necessary :—

(1) The scheme must provide an insurance against unemployment on certain conditions and must not be a scheme automatically to give assistance to every insured person who is out of work.

(2) Beneficiaries under the scheme must remain in the field of employment and be genuinely unemployed only from circumstance and in no way from choice.

(3) An effective system of employment agencies must exist in order that :—

(*a*) the organization paying benefit shall be in a position to test the genuineness of claims by the offer of suitable employment; and

(*b*) benefits can be paid through local offices which insured contributors are in a position to attend.

(4) The scheme must be sufficiently comprehensive to provide for the great bulk of genuine unemployment.

(5) The scheme must be on a sound financial basis, that is, the contributions must be such that over a trade cycle they will be sufficient to pay benefits and cost of administration.

(6) The contributions must not be so high as to constitute too great a burden on industry or on the individual insured contributor.

(7) The benefits, while being definitely less in amount than the general labourer's rate of wage, should as stated in the Blanesburgh Report,* " certainly be so substantial that the insured contributor can feel that if he has the misfortune to need them, then, taken in conjunction with such resources as may reasonably in the generality of cases be expected to have been built up, they will be sufficient to prevent him from being haunted while at

*Report of the Unemployment Insurance Committee, 1927.

work by the fear of what must happen to him if he is unemployed ".

(8) The benefits must not be so high as to tempt the insured contributor to improvidence when in receipt of good pay or to prefer benefit to work.

(9) The scheme must not interfere unduly with the mobility of labour.

(10) Subject to the above conditions, the scheme should be made as attractive in its benefits to the insured contributor as possible.

43. *The Administrative Machinery Required.*—There must be a Headquarters organization for the purpose of determining policy and supervising the local machinery.

The local administrative machinery must include an organization which maintains a register of situations vacant and is well acquainted with the labour market in the different localities. Accordingly an effective system of employment agencies is an essential part of the administrative machinery. These are also required for the purposes of enabling insured contributors to prove unemployment and to enable benefit to be paid to insured contributors. If the area covered by the scheme is large, divisional officers for controlling the agencies would be desirable.

There must be a ready means of ascertaining the amount of contributions and benefits paid, so that when a claim for benefit is made the position in this respect will be quickly available.

The Machinery of adjudication on claims must be such that decisions can be given quickly so as not to lead to hardship by reason of delay in payment of benefit. There must also be adequate facilities for appeal by both claimants and the authorities of the scheme in order, not only to satisfy all parties that their claims are fairly weighed, but also to secure uniformity in the decisions given throughout the country. There must accordingly be some form of expeditious appeal machinery.

44. *The possibility of and necessary conditions for the institution of a system of Unemployment Insurance restricted to a certain trade or trades, or to a certain locality or province.*—The Unemployment Insurance Act, 1911, applied only to certain selected trades, namely, Building, Construction of Works, Shipbuilding, Mechanical Engineering, Iron Founding, Construction of Vehicles and Saw-Milling, experience having shown that these trades were peculiarly liable to periodic fluctuations of prosperity. The Act of 1911 was experimental and the result of the experiment was to show that a State Unemployment Insurance system was practicable and that it could be applied to certain specified industries. The Act of 1920 extended the scope of the Unemployment Insurance scheme very considerably, so as to include, with certain specified exceptions, all persons engaged in manual labour, or otherwise employed at a remuneration not exceeding £250 a year. The chief employments excepted by the 1920 Act, and still excepted, from the Unemployment Insurance scheme are Agriculture and private domestic service. Accordingly the Unemployment Insurance scheme is not universal in its application.

As soon as unemployment insurance is set up for certain industries, there inevitably arises a demand for its extension to other industries, a demand which is always difficult to resist. It is possible to restrict the system to a

certain locality in the same way as it is possible to restrict it to certain trades, but again, if a system were established for a certain locality there would inevitably be a demand for its extension to other localities. There would also be a tendency to immobilize labour within the locality having the insurance scheme.

45. In general an Unemployment Insurance scheme should cover as many trades as possible, as unemployment is a general risk affecting all industries to a greater or less degree, and, having regard to the inter-dependence generally, there is no justification for allowing an industry to derive any advantage from its lower-than-average risk of unemployment. If the trades with low unemployment risks are permitted to establish unemployment insurance schemes of their own, then the problem so far as the industries with high unemployment is concerned is intensified, and it is just these industries whose need for an unemployment insurance scheme is much greater than the industries having low unemployment risks.

46. Under Section 18 of the 1920 Act, separate industries were allowed, under certain conditions, to contract out of the general scheme and to set up Special Schemes of their own, covering all workers in the industry or all such workers other than specified classes where unemployment could be more satisfactorily provided for than under the general scheme. The power to set up such schemes was suspended by the 1921 Act, and was abolished by the 1927 Act without prejudice to the schemes which had already been approved. These schemes were the Insurance Industry Special Scheme covering about 85,000 employees, which came into operation on 4th July, 1921, and the Banking Industry Special Scheme, covering about 41,000 employees, which came into operation on 14th July, 1924.

The question of particular industries contracting out of the general scheme and forming Special Schemes is dealt with in paragraphs 102 to 110 in the Report of the Blanesburgh Committee.

47. *Actuarial Basis of the unemployment Insurance scheme.*—Appendix No. 2 of the Report of Lord Blanesburgh's Committee contained a report by the Government Actuary in the scheme of contributions and benefits proposed by that Committee. The Actuary made a further report (Cmd. 2966) on the financial provisions of the Bill introduced to give effect to the principal recommendations.

Important changes in the Scheme were made by the Unemployment Insurance Act, 1930, and a further report by the Government Actuary (Cmd. 3437) dealt with the financial provisions of the Bill as introduced. Material changes were made during the Committee stage of the Bill and a white Paper (Cmd. 3453) was issued by the Ministry : a statement by the Government Actuary is appended to that Paper.

48. *Cost and Finance of the Scheme.*—Appendix II contains a statement of the Receipts and Payments of the Unemployment Fund to 31st March, 1929. At that date the Fund had borrowed £35,960,000 ; the debt is now (21st June, 1930) £42,510,000 and is increasing.

49. *Cost of the employment exchange service.*—A comparative statement of the cost of the Employment Exchange Service (Great Britain) from February 1910 to 31st March 1930 is given in Appendix III.

The total cost each year is set out in column 17, while column 18 gives the yearly cost of administration of Unemployment Insurance. Column 19 shows

the amount of the contributions each year from the Unemployment Fund towards the cost of Unemployment Insurance administration.

Separate accounts are not kept for the use of exchanges as employment agencies. The cost of placing all workpeople is included in column 17, while column 18 includes the cost of placing insured workpeople only.

50. *Staff of Divisional Offices and Employment Exchanges.*—The staff employed in the Divisional Offices and Employment Exchanges on the 26th of May 1930 numbered 14,018 constituted as follows :—

	Men.	Women.	
Permanent Officers ..	7	..	Divisional Controllers (£1,000).
	8	..	Deputy Divisional Controllers (£700-£800).
	58	8	First Class Officers (Men £600-£700 : Women £475-£550).
	134	13	Second Class Officers (Men £400-£550 : Women £300-£440).
	664	96	Third Class Officers (Men £200-£400 : Women £200-£300).
	1,170	392	Employment Officers (Men £200-£250 : Women £170-£220).
	2,436	750	Employment Clerks [Men £52-£75 (at 18)—£180 : Women £52-£75 (at 18)-£150.]
	1,145	..	'P' Class Clerks (Treasury rates).
	5	..	'P' Class Messengers.
	..	6	Superintendents of Typists (London £150-£180 ; Provinces £135-£162).
	..	46	Shorthand Typists (London 28/- — 46/- per week : Provinces 26/- — 42/- per week).
	..	48	Typists (London 32/- — 36/- per week ; Provinces 20/- — 34/- per week) ;
	6	..	Clerk Messengers.
Total ..	5,633	1,359	
Temporary Officers ..	4,581	2,002	Temporary Clerks (Treasury rates).
	..	122	Temporary Shorthand Typists (Treasury rates).
	..	282	Temporary Typists (Treasury rates).
	39	..	Temporary Messengers (Treasury rates).
Total ..	4,620	2,406	
GRAND TOTAL ..	10,253 Men	3,765 Women	
	14,018		

Of this staff 703 permanent and 246 temporary officers were employed in the divisional offices and 6,289 permanent and 6,780 temporary officers in Employment exchanges. The staffing of Branch Employment Offices is on a different basis and is referred to in paragraphs 61-2 below.

51. Of the permanent officers shown above, the Divisional Controllers, Deputy Divisional Controllers, 1st, 2nd and 3rd Class Officers, Employment Officers and Employment Clerks are members of the Ministry of Labour Departmental Class, a Civil Service Class constituted in its present form in 1921 in course of the general re-organization of the Civil Service which was then effected. The Class had its origin in a special staff of some hundreds of persons recruited

in 1909-1910 by public advertisement and subsequent interview (but without written examination) of selected applicants. For the introduction of Unemployment Insurance in 1913 this staff was considerably increased, recruitment again being by selection and interview but this time with the additional requirement of a qualifying (though not competitive) examination. The greater part of the staff recruited during the period 1909-1913 was established in 1914. Subsequent additions to the permanent staff were made during the years immediately following the War and by March 1921 their number had increased to upwards of 4,000. It was at this point that the re-organization took place which resulted to the formation of the present Departmental Class. A copy of the agreement arrived at on the Ministry of Labour Departmental Whitley Council under which the Departmental Class was constituted is attached.* Since 1921 certain minor modifications of this agreement have been effected (*e.g.*, in salary scales), but in the main it is applicable to present conditions.

52. *Staffing Basis of Employment Exchanges.*—The cadre of permanent staff which was in contemplation at the date of the 1921 Agreement was related to a figure of 4 per cent. of unemployment in the occupations to which Unemployment Insurance applies. From 1919 to date the over-all percentage of unemployment has, however, always been in excess of 4 per cent. and the permanent staff of the Exchange services has, therefore, at all times required to be supplemented by temporary staff to a greater or less extent according to the volume of unemployment current. In this connection it should be stated that apart from the changes in the amount of work falling upon the Exchanges as a whole owing to successive periods of good and bad trade, there are each year definite periods at which the work of the Exchanges increases substantially, *i.e.*, at each public holiday when large numbers of workpeople take enforced holidays in respect of which unemployment benefit is claimed, and at the beginning of July when the Unemployment Insurance books issued to contributors are exchanged for new books. At each of these periods additional temporary staff is recruited for the local officers for a few weeks' service, *e.g.*, for the exchange of books approximately 1,400 temporary staff is engaged annually for a period of four to five weeks.

53. It will be appreciated that, apart from these seasonal variations in the volume of work, the Ministry has a problem of considerable complexity in the control of the number of staff in the Exchanges. At the present time there are 417 Employment Exchanges; they are spread all over Great Britain; many of them are in more than one building and the control of their staffing individually is made more difficult by the fluctuating nature of the work and particularly by local such fluctuations. The ebb and flow of employment affects all Employment Exchanges but at some it is more marked than at others, while often heavy and totally unexpected increases or decreases in the number of claims to unemployment benefit may arise with consequent reactions on the number of staff employed. Unless, therefore, some calculus for measuring the staff required is devised which is easily understood that regularly applied, there is danger of inadequate or excessive staffing and moreover the Manager in charge of an Exchange will have much difficulty in organizing satisfactorily the work entrusted to him. From 1913 onwards various methods of

* Not reproduced here.

measurement were adopted none of which were wholly satisfactory. In 1929 what is known as the Staffing Basis Scheme was adopted. This scheme is now in force.

54. The work of each of the Employment Exchanges is considered in two parts :—

(*i*) that which varies directly in volume with the rise and fall of unemployment; and

(*ii*) that which is of a steadier character.

For the purpose of the scheme the staff required for the former is known as the "fluctuating staff", that for the latter as the "fixed staff", but the individual members of the staff, whether permanent or temporary, at an Exchange are not definitely classified under these headings. "Fluctuating staff" is fixed in relation to 7 specific items of work measured by current statistics which are required also for other purposes, all of which are reduced by means of divisors to a common denominator (known as a work unit). A work unit corresponds as nearly as possible to an hour's work. With approximately 40 working hours in a week 40 units of work normally represent the full week's work of one officer. The total work units for any week divided by 40 thus form the measure of the fluctuating staff required. For certain Exchanges with uncommon features of work an eighth item of work is provided for and reduced to work units by an appropriate divisor. The "fixed staff" is assessed in relation to 16 items of work which, though varying to some extent, are capable of fairly accurate measurement over long periods. A time allowance, which on the average seems likely to be necessary, is determined for each item of work each Exchange being considered separately and on its merits. Where necessary an allowance is made to represent the staff cost of special local circumstances (in effect this constitutes a 17th item). The number of hours so determined is recorded and reduced to its equivalent in staff units. The time allowances are not required to be adhered to rigidly from week to week but indicate average normal times and serve as a basis on which the manager needs to organize the work. They are adjusted from time to time according to requirements. This system enables the staff requirements of an Exchange to be adjusted promptly from week to week as occasion may demand. The necessary measure of control and the responsibility for ensuring that the staff corresponds to the bases fixed for the different Exchanges rests upon the divisional controllers of the seven divisions in which the Country is divided for Exchange purposes, subject to a general control on the part of Headquarters. The working of the system is checked by means of annual inspections of individual Exchanges arranged by the divisional office. The control from the Headquarters of the Ministry is exercised through the divisional offices by means of periodical examination of staffing returns and by general directions on matters of policy and principle. These are supplemented by regular inspections of the divisional offices and test inspections of a limited number of Exchanges.

55. For staffing purposes the Exchanges are graded first, second and third class Exchanges according to the importance of the Exchange as measured by the volume of work normally performed, though it is sometimes necessary, owing to long continued heavy unemployment in a given district to raise the status of the Exchange by which it is served. No definite cadre of staff is assigned to an Exchange by reason of its particular grading, but the staff

requirements are calculated in accordance with the Staffing Basis Scheme outlined above. It may, however, be of interest to the Commission to have particulars of the numbers of staff employed at a representative office of each class and there is therefore, attached a statement (appendix IV), showing the staff in post at the Bristol, Burnley and Chadderton Exchanges on the 13th April, 1930.

56. *Duties of grades of staff.*—The duties of the several grades of officers in Employment Exchanges and Divisional Offices are broadly speaking as follows :—

Shorthand typists and typists in Divisional Offices and such Employment Exchanges as provide sufficient appropriate work to justify their allocation. Employment clerks, 'P' Class clerks and temporary clerks in Divisional Offices and Employment Exchanges on minor clerical work as may be necessary to supplement the permanent staff.

57. *Employment Clerks* :—

(*i*) In Employment Exchanges : dealing with individual workpeople in accordance with well-defined regulations, instructions or general practice, *e.g.*, taking claims for benefits from unemployed persons ; taking signatures of unemployed persons ; computing benefit ; paying benefit ; investigating claims where necessary ; preparing schedules for accounting purposes ; compiling returns ; keeping registers ; filing papers, etc.

(*ii*) In Divisional Offices : registration and filing of papers, scrutiny of straightforward returns, etc., preparing material for returns, reports, etc., in prescribed forms, simple drafting and précis work dealing with particular cases in accordance with well-defined instructions or general practice.

General : Normally employment clerks are not called upon to supervise staff, but in times of pressure they may be required to supervise officers junior to themselves (*e.g.*, " P " class clerks or temporary clerks).

58. *Employment Officers* :—

(*i*) In Employment Exchanges : officers responsible for the supervision of a small section of work in an Exchange.

(*ii*) In Divisional Offices : officers responsible for the immediate supervision of a small section of work.

Third Class Officers :—

(*i*) In Employment Exchanges : Managers in the smaller Exchanges or Exchanges of moderate size ; assistants to the managers of large Employment Exchanges : officers in charge of a department of a large Exchange or responsible for specialized work in a large Exchange.

(*ii*) In Divisional Offices ; officers responsible for the immediate direction of blocks of work ; inspectors of the smaller Employment Exchanges and branch employment officers ; assistants to senior officers in the inspection of large Employment Exchanges ; special enquiry officers.

59. *Second Class Officers* :—

(*i*) In Employment Exchanges : managers of second class Employment Exchanges ; assistants to the managers of the larger first class

Employment Exchanges; in charge of departments of larger Employment Exchanges.

(*ii*) In Divisional Offices: officers responsible for the control of groups of sections of work; inspectors of local offices (other than the largest); assistants to the inspectors of the largest Employment Exchanges; special enquiry officers.

60. *First Class Officers*:—

(*i*) In the largest Employment Exchanges; managers.

(*ii*) In Divisional Offices: officers responsible for the direction and control of groups of sections; inspectors of local offices; special enquiry officers.

61. *Branch Employment Offices* were first established in 1913 in order to provide Unemployment Insurance facilities in towns and rural districts where the establishment of full Employment Exchanges was not required or justified. Further Branch Employment Offices were established in 1916 and 1918. Until 1918, except in a few selected cases, Branch Managers were not required to perform Employment Exchange duties (*i.e.*, placing work).

The original aim was to obtain for the post of Branch Manager the part-time services in a particular area of a man of some substance and standing, who had other important interests to which to devote himself, *e.g.*, a solicitor, estate agent or part-time local Government official, and the Department was until after the War, generally successful in obtaining men of this type. After the War however, certain new factors affected the position. It became necessary to give preference in appointment to *ex*-Service men and the responsibilities attaching to Branch Offices were substantially increased both by the general requirement of the performance of placing duties and by the application of Unemployment Insurance to other trades and by the increase in unemployment. The result has been that a large proportion of Branch Offices have since that date required the full-time services of at least one man, in fact in 1929 only 242 of the 750 Branch Employment Offices then existing required less than the full-time services of one man, while in many cases Branch Managers have had to carry a load of work and responsibility greater than that of many small Employment Exchanges and have also had to employ larger staffs. In recruiting Branch Managers during recent years, therefore, the Department has found it more necessary to appoint persons who can, if necessary, give full-time services.

62. The Branch Manager is held responsible for the whole of the work of the Branch Office and any clerks he may engage for such work are his private employees. He is also held responsible for all public monies entrusted to his charge and is normally liable to refund in full all money irregularly or improperly paid in respect of benefit. He is also responsible for the provision at his own expense of premises suitable for the normal volume of work though the Department may bear the cost of such additional or other premises as may become necessary.

63. The remuneration of Branch Managers is determined as follows:—

Each Branch Office is placed in one of thirteen grades, the appropriate grade being determined by an estimate of the normal volume of work and its relation to the full-time service of a competent officer, *e.g.*, Grade 13 is assumed to require the equivalent of

the full time of a Branch Manager. Grade 9 is assumed to require 120/200 of full time. . . . . .
The grading of each Office is considered annually. The volume of work actually performed by each Branch Office is reviewed monthly and where, owing to abnormal conditions, the work exceeds that of the grade of office by not less than 33 1/3 per cent., a special payment is made to the Branch Manager. In general terms this payment together with the fixed remuneration appropriate to the Branch Office covers the cost of the Branch Manager's staff to the extent to which it has been justifiably employed on the work of the Ministry, his own services and the cost of the provision of premises.

64. *Employment Exchange Premises.*—The provision of premises for Employment Exchanges is the responsibility of the Office of Works, the Ministry of Labour being responsible for the assessment of the amount of accommodation required and of any special features for which it may be necessary to provide in particular cases.

When the first Exchanges were established in 1910 the urgent necessity for the provision of premises by a given date and the inexperience of the Board of Trade and Office of Works as to the type of building best suited to the purpose led to the acquisition of a number of buildings (small shops, disused Post Offices, etc.) which in use were found to be unsatisfactory. With the addition of Unemployment Insurance duties many of the existing premises became inadequate. The War-time and post-War extensions of Unemployment Insurance and the increase of unemployment following the War still further complicated the accommodation problem. Consequently the history of Employment Exchange premises is in most cases that of a succession of extensions of premises and the hiring of emergency accommodation (*e.g.*, church and other small halls, institutes, etc.), the erection of wooden huts and, more rarely, mainly for financial reasons, of more substantial buildings. The problem of providing adequate and reasonably suitable accommodation for Exchanges has, in fact, been one of the most difficult which has had to be faced in connection with Unemployment Insurance. The experience gained since 1909, has, however, enabled the Ministry and the Office of Works to arrive at definite conclusions as to the type of accommodation required, the best methods of its arrangement and the special requirements of different localities, and the two Departments have accordingly prepared in conference a memorandum setting out the standards and bases of calculation which should generally be observed and used in providing Employment Exchange premises. . . .

65. During recent years substantial progress has been made in the improvement of existing premises and the provision of up-to-date buildings but so long as unemployment continues at its present high level, the Department will find it necessary to occupy emergency premises supplementary to the permanent offices. On the 31st May, 1930, the 417 Exchanges occupied 765 separate premises.

III.—History of Minimum Wage Legislation and Administration in Industry in Great Britain under the Trade Boards Acts, 1909 and 1918.

Pre 1909 Period.

66. *Position leading up to passing of Trade Boards Acts of 1909.*—During the years 1885-1909 much public attention was directed to the conditions of workers

in certain trades, in which it was alleged that " sweated " conditions prevailed, particularly the chain trade at Cradley Heath, and the box-making trade and certain sections of the clothing trades. The report of the Select Committee of the House of Lords on the sweating system, presided over by Lord Dunraven, was issued in 1890, and was followed by the introduction of various private Bills, notably Sir Charles Dilke's " Sweated Industries Bill " and authoritative information on the subject became available towards the end of the period through the Board of Trade Inquiry into Earnings and Hours in 1906. In 1906 the Anti-Sweating League was formed to press for legislation for the prevention of sweating. In 1907 and 1908, Select Committees of the House of Commons on Home-work were set up. The Committee of 1908 came to the conclusion that " sweating " prevailed extensively, not only among home-workers (with whom the Committee were directly concerned), but also among factory workers in trades in which home-work was prevalent, and they were convinced that only legislation could remedy this state of things. They recommended the establishment of " wages boards " immediately in tailoring, the making of shirts, underclothing and baby linen, and the finishing processes of machine-made lace, and they proposed that the Home Secretary should be empowered to establish wages boards, after enquiry, in any other trade.

1909-1918 Period.

67. *Brief account of system and extent of Wage Regulation under the Trade Boards 1909 Act.*—The Trade Boards Act of 1909 in the main followed the lines of the Report referred to in the preceding paragraph, though it was not confined to home-workers. In framing the Bill, the Board of Trade had before them, besides the results of the Inquiry into Earnings and Hours referred to above, the experience of certain of the Dominions in dealing with the same problem. The conciliation and arbitration system of New Zealand dates from 1891, and the Wages Boards of Victoria, which present a closer parallel to the machinery actually adopted in this country, date from 1896. An enquiry into the operation of the legislation in Australia and New Zealand was conducted in 1907 by the late Mr. Ernest Aves for the Home Office.

68. The most prominent features of the Trade Boards Act of 1909 are three. In the first place, minimum rates of wages are fixed trade by trade. Secondly, the power of fixing such rates is entrusted, not to a Government Department or to a judicial or quasi-judicial body, but to a joint board, composed of equal numbers of representatives of employers and workers in the trade concerned, with the addition of a few independent " appointed members ". In the third place, the rates fixed by a Trade Board become, when confirmed by a Minister of the Crown, enforceable by either civil or criminal proceedings, and are enforced at the expense of the Government through a body of inspectors.

69. Four trades (Chain, Lace Finishing, Paper Box and Tailoring) were included in the Schedule to the Act of 1909, and power was given to increase the number by Provisional Order. Under this power, four more trades (shirt-making, Sugar Confectionery and Food Preserving, Tin Box and Hollow-ware) were added in the next few years, so that by 1915 the Act covered eight trades in which approximately half a million workers were employed.

70. When the first Boards were set up an official of the Board of Trade was appointed as whole-time Chairman to all the Boards. In addition to his duties as Chairman of the Boards in connection with the fixing of minimum rates

the Chairman was given control of the small staff of Inspectors then employed. He referred, however, to the Board of Trade all cases of doubt and in particular all cases in which legal proceedings were contemplated. On the death of the Chairman in 1917 the Ministry of Labour decided to discontinue the practice of appointing one whole-time chairman for all Boards and appointed instead a separate chairman (who was an independent person) for each Board or group of Boards. At the same time the control of the Inspectorate was transferred to the Secretary of the Boards who was responsible to the Minister of Labour.

70*a*. *Results of Act leading to passing of the Amended Trade Boards 1918 Act.*—During the war the Trade Boards were temporarily superseded for practical purposes by the wages orders of the Ministry of Munitions. The system had, however, established itself and it was anticipated that Trade Boards would play an important part in facilitating industrial re-adjustments after the war. In March 1917, the Reconstruction Committee issued a memorandum on the regulation of women's wages after the war, in which they anticipated that the conditions at or soon after the close of the war would be likely to cause a sudden and considerable fall in the level of remuneration in semi-skilled and unskilled occupation, and they recommended the use of Trade Board machinery in order to protect the wages of women workers.

71. In the same year the Committee on Relations between Employers and Employed (the Whitley Committee) recommended, as a means of securing industrial harmony, Joint Standing Industrial Councils for the well organized trades, and Trade Boards for the less organised trades pending the development in these trades of such a degree of organization as would justify the establishment of a National or District Council. The Committee, therefore, advised that the Trade Boards " in addition to their original purpose of securing the establishment of a minimum standard of wages in certain unorganised industries..... should be regarded as a means of supplying a regular machinery in those industries for negotiation and decision on certain groups of questions dealt within other circumstances by collective bargaining between employers' organisations and trade unions ". The Committee also advised that the functions of Trade Boards should be enlarged so as " to deal not only with minimum rates of wages, but with hours of labour and questions cognate to wages and hours", and " to initiate and conduct enquiries on all matters affecting the industry ".

72. In the following year the amending Act of 1918 was passed. The general structure of the earlier Act remained unchanged, and the amendments were mainly directed to facilitating the formation of fresh Trade Boards and to improvements in the machinery suggested by experience.

73. In particular, the amending Act abolished the slow procedure by Provisional Order and substituted procedure by Special Order. A further amendment was the alteration of the description of the class of trade to which the Acts could be applied. The condition set out in the Act of 1909 was that the Board of Trade should be satisfied that the rate of wages prevailing in any branch of the trade was " *exceptionally low* as compared with that in other employments " [Section 1(2)]. By the Act of 1918, the Minister of Labour (to whom the administration of the Trade Boards Act had been transferred in 1917) is empowered to establish Trade Boards in any trade in which he is of opinion that no adequate machinery exists for the effective regulation of wages throughout the trade, and that accordingly, having regard to the rates of wages prevailing in the trade or any part of the trade, it is expedient that a Trade Board

should be formed. Trade Boards were not given the wider powers suggested by the Whitley Committee, but a clause was inserted empowering them to make a recommendation to any Government Department with reference to the Industrial conditions of the trade.

1918-1930 Period.

74. *Trade Boards Act, 1918.*

I *Administration.*

Trades covered.—(Nos. of employers and workers affected).

There are at present 45 Trade Boards in Great Britain affecting approximately 101,000 employers and one and a quarter million workers. 35 Boards cover the whole of Great Britain, 5 England and Wales only and 5 Scotland only. A list of the Boards, together with the approximate number of employers and workers affected in each trade is given in Appendix V.

The 40 trades to which the Acts have been applied may be divided broadly into the following groups :—

(1) The clothing group of trades which are carried on on a wholesale scale in factories and are also carried on in small workshops—(577,000 workers).
(2) The public service group of trades, such as milk distribution, laundry and boot repairing—(280,000).
(3) The light metal group of trades centred in the Midlands—(60,000).
(4) The textile group—(65,000).
(5) The luxury trades (tobacco, sugar confectionery and aerated waters —(147,000).
(6) The miscellaneous manufacturing trades—(120,000).

It will be appreciated that some of the trades have to meet the competition of foreign producers both in the home and foreign markets, while others supply home markets only and have no foreign competition to face.

75. *Composition and method of appointment of wage-fixing bodies.*—A Trade Board consists of members representing employers and members representing workers in equal numbers, together with three independent persons known as " Appointed Members ", one of whom acts as Chairman. Women equally with men are eligible for appointment as representative members, and in the case of all Trade Boards for trades in which women are largely employed, it is necessary for at least one of the " Appointed Members " to be a woman. When a Trade Board is constituted the representative members are selected with a view to giving representation *as far as possible to* :—

(*a*) each distinct section or branch of the trade ;
(*b*) all the main classes and grades of employers and workers in the trade ;
(*c*) the principal districts or centres in which the trade is carried on.

The Acts require the direct representation of home-workers in any trade in which a considerable proportion of such workers is employed.

76. All Trade Board appointments are personal appointments, and are made by the Minister. No seats are allocated for the purpose of giving representation to associations of employers and of workers as such, but it is the practice to appoint candidates suggested by such associations so far as they satisfy the above-mentioned requirements. Failing a sufficient number of suitable nominations from this course candidates are obtained by direct investigation. At the end of 1929, of 1,042 employers' and 1,042 workers' representatives on

Trade Boards, 886 and 728, respectively, were the nominees of trade organizations. The number of representative members varies considerably, ranging from 60 (30 a side) in the case of the General Waste Materials Reclamation Trade Board to 12 (6 a side) in the case of the Drift Nets Mending Trade Board.

77. Members of Trade Boards normally hold office for a period of two years, but their appointments may be renewed, so long as they continue to represent interests in the trade. Members do not automatically vacate their seats on the expiry of their period of office, but continue to hold them until their appointments are renewed or until other members are appointed in their place.

78. *Powers of wage-fixing bodies and relation to Ministry of Labour.* A Trade Board must fix a minimum rate or minimum rates of wages for time-work. Where no other rate has been fixed piece-workers must be paid at rates sufficient to yield, in the circumstances of the case, to an ordinary worker at least as much money as the minimum time rate. They *may* also fix other minimum rates as follows :—

(*i*) General minimum piece-rates, that is, minimum rates for piece-work.

(*ii*) Special minimum piece-rates, that is, minimum rates for piece-work which may be fixed at the request of an employer for workers in his employ engaged on work to which a minimum time-rate but no general minimum piece-rate is applicable.

(*iii*) A guaranteed time-rate, that is, a rate per hour which will ensure a minimum amount to piece-workers for the time during which they have been employed, if their piece-work earnings fall short of the guaranteed rate.

(*iv*) A piece-work basis time-rate, that is, a rate which when fixed takes the place of the general minimum time-rate as the basis rate for piece-workers for whom no general or special minimum piece-rate has been fixed. In the absence of a general or special minimum piece-rate, piece-workers must be paid at a piece-rate that is sufficient to yield in the circumstances of the case to an ordinary worker at least as much money as the basis rate.

(*v*) Overtime rates, that is, rates either for time-work or for piece-work performed during overtime. For this purpose the Board have power to declare the normal number of working hours per week or on any day in the trade.

79. In the case of all these various kinds of rates the Board can fix different rates for different classes of workers or for different districts. In particular, they can fix special rates for learners and make payment of these subject to the observance of conditions which will ensure that they are taught the trade properly. Rates may be fixed to operate for a certain time only, or to increase or diminish on the expiration of specified periods. It will be seen, therefore, that the Board could, if they thought fit, fix appropriate minimum rates of wages for each class of workers in their trade, but they may if they choose fix one general minimum time-rate only and leave higher rates to be settled between the employers and workpeople concerned.

80. A Trade Board may set up in any district a District Trade Committee, to assist them in their work in that District, by recommending what minimum

rate should be fixed and by reporting on the Boards proposals, and otherwise acting in an advisory capacity. The Committees consist of an equal number of employers and workpeople, some of whom are members of the Board and the remainder representative of the employers and workers in the district. There is also at least one "appointed member" on each Committee. The Trade Board decide what Committee shall be set up and for what districts they shall act, but the members of the Committees other than Trade Board Members are appointed by the Minister.

81. When a Trade Board propose to fix or vary a rate they must insert a notice of the proposal in the *London Gazette* and in the case of proposals affecting Scotland in the *Edinburgh Gazette* and send a notice to every employer in the trade whose name and address are known. Every such employer is required to exhibit a copy of the notice in his works or place of business or in the place where work is given out, so that workpeople may see the proposal. Two months are allowed in which either employers or workpeople may object to the proposal. If after considering any objections received the Board decide to fix or vary the rate, they inform the Minister of Labour accordingly, and within one month the Minister makes an Order (unless for some special reason he thinks that the Board should reconsider their decision) confirming the rate or the variation and stating the day on which it is to come into force. Thus a new rate can come into operation in about three months after the Board reach a decision upon a proposal to fix it.

82. Appendix VI attached gives the minimum time-rates at present in force for the lowest grade of adult male and female workers.

Enforcement.

83. *Publicity.*—When a rate has been fixed and confirmed by the Minister the Trade Board insert an announcement of the making of the Minister's Order in the *London Gazette* and if necessary in the *Edinburgh Gazette*, and send a notice giving particulars of the rate to every employer in the trade whose name and address are known to them, and in addition they endeavour by publication in trade journals and in the Press to ensure that all employers are informed. An announcement is also inserted in the *Ministry of Labour Gazette*. Non-receipt of the notice does not relieve an employer of his statutory liabilities.

84. *Inspection* (*Extent and system*).—The enforcement of the Trade Boards Acts is carried out by a special staff of Inspectors (appointed by the Minister of Labour) who at present number 78 under the control of a Chief Inspector. The Inspectorate are decentralized in eight principal industrial centres, a senior Inspector being in charge of a group of Inspectors in each Division. The method of inspection followed is the investigation of all complaints which cannot be settled by correspondence and as much routine inspection as possible.

85. Of the workpeople whose remuneration is regulated under the Acts, the wages paid to 9·3% were investigated in the year 1929. The workers to whom arrears of wages were paid represent approximately 4·3% of the workpeople whose wages were examined. Of this number, 3,246, or 62·2% were found to be in receipt of more than 90% of the appropriate minimum rate, and 1,968, or 37·8% to be in receipt of 90% or less of these rates. Of the 101,330 firms known to be subject to the provisions of the Trade Boards Acts, 15·1% (15,289) were inspected, and of these 2,336, or approximately 15·2%, paid arrears of wages to one or more workers.

86. *Prosecution.*—The Acts provide penalties following conviction in the Courts for the following breaches of the Acts :—

(1) Failure to pay not less than the appropriate minimum rate.
(2) Failure to post up the relevant Trade Board notices.
(3) Failure to keep proper records of wages.
(4) Receiving a premium except a premium paid in pursuance of an instrument of apprenticeship within four weeks of the commencement of the employment.
(5) Obstructing an Inspector or furnishing false records of wages.

87. If an Inspector considers that breaches of the Acts discovered by him are sufficiently serious to warrant the institution of criminal proceedings, he makes a recommendation to this effect when submitting his report. If the recommendation is endorsed by his senior inspector, the question is considered by Headquarters staff after consultation with the Legal Adviser to the Ministry. Legal proceedings are conducted in the courts either by officers of the Legal Department of the Ministry or by Counsel briefed by them.

Where necessary civil proceedings for the recovery of arrears of wages due under the Acts are conducted in the Courts by officers of the Legal Department of the Ministry.

88. *Cost of Administration of Trade Boards.*—A comparative statement of the approximate net cost of the administration of Trade Boards in 1927 and 1928 and of the estimated cost in 1929 and 1930 is given in appendix VII. The increase for 1930 is due mainly to reinforcement of the Inspectorate.

Economic Effect of Minimum Wage Legislation.

(*a*) On the industries concerned.
(*b*) On classes of individuals concerned.

89. The machinery of the Trade Boards Acts—the representative nature of the Boards, the advertisement of proposed rates throughout the trade, the power of the Minister to refer rates back for reconsideration—appears to have secured that the rates fixed are generally acceptable to the trades affected. It is true that, in a period during which industrial conditions fluctuate rapidly there are complaints that the rates may not, under the statutory procedure, be varied quickly enough, and when the great depression of trade began in 1920 complaints by employers against the operation of the rates were general though by no means universal. A Committee under the Chairmanship of Lord Cave appointed by the Minister in 1921 to enquire into the working and effects of the Acts came to the conclusion that there were grounds for complaint in a few cases. The rates in these particular trades have since been adjusted, and the volume of complaints has greatly diminished. On the other hand, the Committee testified to the beneficial effects of the Acts in affording protection to the good employer, able and willing to pay a reasonable rate of remuneration to his workers, from unscrupulous competitors prepared to take unfair advantage of the economic necessities of their workers. The existence of such competition had been stated by employers to have been an important factor in preventing a general improvement in conditions in their trades in the past. The Balfour Committee on Industry and Trade, which considered the matter more recently, reported as follows :—

> " We have received no evidence of any substantial prejudice caused to the competitive power of British export trade by the operation of those Acts as actually administered, though apprehensions as to

the possibility of their undesirable extension to other trades were expressed by some witnesses. Others, however, urged that the system should be more widely applied. It is manifest that the Acts have had important and beneficial effects in diminishing poverty and extreme hardship in the trades to which they have been applied. In our judgment this success has been largely due to the fact that Trade Boards have generally based their rates not on any theoretic minimum standards of life but on the practical conditions of the industry and on a comparison with the rates arrived at by voluntary agreement in other industries for somewhat similar services."

90. In appendix VIII will be found a comparison of the percentage of unemployment in Trade Board trades, with that in other trades over a recent period. It will be seen that the Trade Board group has experienced less than the average amount of unemployment.

91. *The Effects upon organization of Employers and Employed in the Industries Concerned.*—There is in most or all of the Trade Board trades a nucleus of organized workers, though the percentage of organized workers over all these trades probably does not exceed 30 per cent. Such a nucleus may consist of male workers, as in the Birmingham Small Metal Wares trades; or of workers in a particular area, as in London in the Milk Distributive trade; or again, of workers in a particular section of a trade, as in the Cocoa and Chocolate Section of the confectionery trade. The leaders of these organized sections have a place upon the Trade Boards and are brought regularly into touch with the employers in their trade. The Trade Board fixes, often by agreement between representatives of employers and workers, minimum rates of wages, and in a number of cases these rates are those which the organized, as well as the unorganized sections of the trade, actually receive. The practical effect of Trade Boards has thus been to give the nucleus organization which already existed, or which came into existence upon the creation of the Trade Board, an effective influence in settling rates of wages.

92. So far as concerns employers there is no evidence that the establishment of a Trade Board has in any case weakened organization in existence when the Board was set up, and in a number of cases the result of applying the Acts was to provide an incentive for the creation of an organization. Upon the workers' side there is a difference of opinion; some Trade Union authorities holding the view that the existence of a minimum rate weakens the incentive for organization. It may be mentioned that the General Council of the Trade Union Congress have, it is understood, recently set up a Committee to consider this aspect of the question.

93. It should be added that, whilst there has in recent years, been a general decline of Union membership in industry, there is no evidence in the possession of the Ministry of Labour that this decline has been specially marked in the Trade Board group of trades.

LIST OF APPENDICES.

Appendix.	Subject.
1*	Labour Exchanges Act, 1909.
2*	General Regulations under the Labour Exchanges Act, 1909.
3	Memorandum on Juvenile Employment Exchange Facilities.
4	Special (Juvenile) Rules under the Labour Exchanges Act, 1909.
5	Appendix to ditto.
6*	Annual Report (1928) on Juvenile Employment Committees.
7*	Leaflet E. D. L. 2.
8*	Minister of Labour's circular letter to Employers.
9*	Report of the Blanesburgh Committee on Unemployment Insurance (Volume I).
10*	Report of Morris Committee.
11*	Leaflet U. I. L. 31.
12*	Leaflet U. I. L. 35.
13*	Report of the Government Actuary (Command 2966).
14*	Report of the Government Actuary (Command 3437).
15*	White Paper issued by Ministry of Labour (Command 3453).
16	Statement of Receipts and Payments of Unemployment Insurance Fund.
17	Statement of Cost of the Employment Exchange Service.
18*	Agreement relating to the 1921 reorganisation of the Ministry of Labour Departmental Class.
19	Staff of representative 1st, 2nd and 3rd Class Employment Exchanges.
20*	Grades of Branch Employment Offices.
21*	Memorandum on Employment Exchange Premises.
22	List of Trade Boards.
23	Minimum Rates of Wages prescribed by Trade Boards.
24	Statement of Cost of Trade Boards Administration, etc.
25	Percentage of Unemployment in Trade Board Trades.

APPENDIX 3.

Employment Exchanges.

Arrangements in regard to Juveniles.

1. The powers of the Ministry of Labour to advise boys and girls on the choice of a career, to place them in employment, and to watch over them until they are successfully established in their occupations, are derived from the Labour Exchanges Act, 1909. Similar powers were conferred on Local Education Authorities by the Education (Choice of Employment) Act, 1910, subsequently embodied in the Education Act, 1921, and modified by the provisions of Section 6 of the Unemployment Insurance Act, 1923. In certain areas, therefore, Education Authorities are exercising the powers granted them under the Education Act, and the work is performed through Juvenile Employment Committees appointed by the Authority. In other areas the work is performed directly by the Ministry with the assistance of Juvenile Advisory Committees, which advise in regard to the management of the Juvenile Departments of the individual Employment Exchanges to which they are attached.

2. Though the local administration of these activities can be undertaken either by the Local Education Authority or the Ministry of Labour, in both cases the central responsibility for the services connected with juvenile employment lies with the Ministry of Labour, the responsibility, in this respect, of the Board of Education under the Education Act, 1921, having been transferred to the Ministry of Labour as from September, 1927, under the Ministry of Labour (Transfer of Powers) Order, 1927.

3. Under the Labour Exchanges Act, 1909, the Board of Trade was given power to establish Advisory Committees to advise and assist the Board in connection with the Labour Exchanges set up under that Act (the title "Labour Exchange" has been altered to "Employment Exchange" and the powers conferred upon the Board under the Act have since been transferred to the Ministry of Labour). A copy of the Special Rules made in accordance with Section 2 of the Act in regard to the administration of juvenile work

* Not reproduced.

and the registration of juvenile applicants is given in Annexure 1. Employment Exchanges have been established in all the principal industrial districts in Great Britain and at present there are 175 local Juvenile Advisory Committees attached to Employment Exchanges in those areas in which the Ministry is directly responsible for the work of advising boys and girls with regard to the choice of employment. In London and Glasgow, Advisory Councils for Juvenile Employment have been set up to co-ordinate the work of the several local Committees in these two Cities.

4. The model constitution of a local Juvenile Advisory Committee is as follows:—

1 Chairman.
4—6 representatives of the Local Education Authority, or Authorities, concerned.
6 employers, representing the more important local industries in which juveniles are employed.
6 workpeople from among the principal local industries.
2 representatives of Secondary Schools.
2 Elementary School teachers.
4 others interested in, or with expert knowledge of, the problems of juvenile employment.

The Secretary of the Committee is usually the Officer in charge of the Juvenile Department of the local Employment Exchange.

5. Under the permissive provisions of the Education Act, 53 County Boroughs, 48 Boroughs and Urban Districts and 9 County Councils, exercise Choice of Employment powers in respect of the whole, or part, of their administrative areas. The work of the local Committees appointed direct by the Minister of Labour, and those appointed by the local Education Authorities, differs slightly in detail of organisation and method, but the objective is the same in each case, and the following description of the work of Local Committees will, broadly speaking, apply to both types of Committee.

6. The functions of a Juvenile Advisory Committee are to advise the Minister of Labour on the management of a Local Employment Exchange in regard to juvenile applicants for employment, and to give information and advice to boys and girls, and their parents, with regard to Choice of Employment. The Committees interpret their functions broadly and engage in many relevant activities.

7. Shortly prior to the end of school term, or, in some cases, shortly afterwards, Head Teachers send to the Secretary of the Local Committee "School Leaving Cards," carefully completed with information showing the educational attainments, the physical and temperamental characteristics of the boys and girls about to leave school, the kind of employment they (and their parents) desire, supplemented by information in regard to the domestic circumstances, and any special qualifications possessed by the school leaver. The actual work of advising boys and girls, and their parents with regard to the choice of employment is carried on mainly in the one or two ways—(*a*) by School Conferences, or (*b*) by Advisory Rotas held at the Employment Exchange. At the School Conferences, all the boys and girls leaving school at end of the term are interviewed at school by members and the Secretary of the Juvenile Advisory Committee, in consultation with the Head Teachers. In London, and certain other areas, representatives of school "Care Committees," voluntary organizations, evening institutes, and continuation classes, also attend. The parents are invited to be present at the Conference and usually attend. The advice given to a boy or girl in regard to the selection of a suitable occupation can thus be based upon the intimate knowledge of the child possessed by the Head Teacher, and the industrial knowledge of the representatives of the Juvenile Advisory Committee, the domestic circumstances being taken into account in all cases.

8. In those areas where the Juvenile Advisory Committee had adopted the system of Advisory Rotas, boys and girls about to leave school are invited, with their parents, to the Employment Exchange for a talk with members of the Committee. The Head Teacher is not necessarily present at these interviews but the school leaving card with full particulars of the applicant's school career, etc., is available to the members present. Arrangements are made to enable boys and girls desiring to enter a particular occupation to consult with those members of the Committee with special knwoledge of the occupations concerned. In all suitable cases boys and girls are encouraged to continue their general or vocational training at continuation classes or possibly to remain at school until the particular kind of vacancy desired is available.

9. It is often found that boys and girls appearing before the Committees have little definite idea of the kind of career which they wish to pursue; in other instances, they, or

their parents, may have very definite ideas on this point, but possibly it is difficult to reconcile the desire of the parents with the educational, temperamental and physical qualifications of the child. Local Committees endeavour, as far as possible, to reconcile these differences and difficulties, and to recommend an occupation in which the child is more likely to "make good." In order to assist the child in making up his or her mind many Committees have made arrangements for boys and girls from a group of neighbouring schools to be brought together to a centre where addresses are given by industrial experts describing the characteristics and methods of working in an occupation, or a series of related occupations; in other areas Committees have organized visits to firms whereby groups of children about to leave school are taken over local industrial establishments where they are able to see the nature of the industry, the methods of its operation, and the kind of work upon which other boys and girls are engaged. By these means the juveniles are able to obtain a better conception of the variety of occupations which may be available to them when they enter the industrial or commercial world.

10. It is the object of the Employment Exchange, or the Juvenile Employment Bureau of the Local Education Authority, to endeavour as far as possible to obtain for the boy or girl a situation in the occupation which has been advised as the result of either the School Conference or the Advisory Rota. In view of the fact that the type of occupation desired, and advised by the Local Committee, is generally known beforehand, the Secretary of the Committee is often able to conduct enquiries among employers so that a vacancy may be available for a boy or girl at the time when he or she leaves school. This is especially the case in regard to boys or girls who have shown a particular aptitude in certain directions, and for whom a specialized kind of vacancy is sought. Similarly, a special effort is required, and made, in respect of sub-normal children for whom, again, an occupation of an exceptional character is required.

11. Advising a boy or girl on the choice of employment requires not only a detailed knowledge of the educational, physical and temperamental capacity, and domestic circumstances of the individual juvenile to be advised, but also an intimate acquaintanceship with the nature and conditions of employment in the local industries and the openings they provide. This two-fold need is recognized in the form of close co-operation established between the school and the Juvenile Department of the Exchange, or Employment Bureau.

12. Attached to schools in London are established "Care Committees" who, generally speaking, have an intimate knowledge of the family circumstances and home life of the boys and girls attending the school. The experience of these voluntary helpers is available to the Juvenile Advisory Committee in connection with this work.

13. The Juvenile Department of the Employment Exchanges maintains an up-to-date survey of local occupations suitable for boys and girls. This document, which contains detailed information regarding the industries, etc., carried on in the Committee's area, the wages and conditions of employment offered by firms engaged in them, etc., is made available to members of the Committee in connection with their advisory work. In London, the Ministry of Labour—in conjunction with the Advisory Council for Juvenile Employment—has published a Handbook on occupations for boys and girls in London dealing comprehensively with the openings and opportunities available to boys and girls in the industrial and commercial areas in and around London. Similar publications are in course of preparation or are contemplated, for other big industrial or commercial areas.

14. Experience has shown that the more vacancies the Employment Exchange has to offer, the larger the number of applicants who are attracted to the Exchange as applicants for employment, with a corresponding improvement in the standard of qualifications; indeed there is a close inter-action as regards quantity and quality between the applicants desiring employment and the vacancies available for them. In effect, the greater the use made of the Exchange by employers and workpeople, the better is service rendered by the local Offices. When a boy or girl has been placed in employment it is of first-rate importance to ascertain whether or not the work is suitable, and also, whether the juvenile is making a success of it. For this reason the Advisory Committee keep in touch with the boys and girls from the time when they leave school as may be necessary, up to 18 years of age. At intervals the juvenile is invited to attend a Supervisory Rota at the Employment Exchange at which members of the Committee are present, and from whom the juvenile may obtain such additional advice as may be necessary. Here he is encouraged to talk over with the Committee members his successes,

aspirations and difficulties, and the opportunity is again taken to impress upon him the advantages to be derived from continued education. Officers of the Committee also visit the firms with whom juveniles have been placed in order to ascertain the employer's experience in regard to the progress made by the boy or girl, at the same time making use of the opportunity to canvass for additional vacancies. Again, in some areas arrangements are made for voluntary workers to visit the homes of those boys and girls who have been placed, should such visits be found necessary. The underlying principle of this supervisory aspect of the work of Juvenile Advisory Committees is that the juveniles may have at all stages of their careers some persons to whom they may turn for friendly advice in regard to their industrial or commercial life. The fact that many firms appreciate the careful selection and oversight of juvenile labour undertaken by the Local Committees, and recognize its value in contributing towards the stability of young workers in industry, is indicated by the fact that they have agreed to devolve on the Juvenile Advisory Committees the duties of choosing their juvenile workers through the Exchange, and display notices to this effect outside their establishments.

15. The numbers of vacancies for juveniles notified to, and filled by, Employment Exchanges and Juvenile Employment Bureaux of Local Education Authorities during the past eight years were as follows:—

Year.	Vacancies notified.	Vacancies filled.		
		Boys.	Girls.	Total.
1922	131,470	49,936	63,734	113,670
1923	171,180	74,792	74,815	149,607
1924	250,487	111,761	95,460	207,221
1925	292,589	126,521	110,286	236,807
1926	266,021	114,872	105,353	220,225
1927	318,106	140,066	124,596	264,662
1928	340,415	148,924	132,648	281,572
1929	391,209	168,706	148,309	317,015

It will be noted from the above figures that each year (with the exception of 1926) the total number of boys and girls placed in employment has progressively increased, and the placings in 1929 represent, in fact, an increase of nearly 180 per cent. on those of 1922.

16. Among the difficulties experienced by Juvenile Advisory Committee in ensuring sound choice of employment by boys and girls leaving school is the practice of direct recruitment which prevails in certain industries, more especially the coalmining and textile industries. In these, the normal procedure is for the boy or girl to obtain employment through the good offices of the father, or other relative or friend, already engaged in the industry. This feature is very prominent in areas in which the industry concerned is the main avenue of employment in the district, and sometimes the consequence is that a boy or girl may thus enter an occupation for which he or she is not suitable, particularly from the point of view of physical capacity. Juvenile Advisory Committees in these areas, have accordingly, given special attention, with some measure of success in certain districts, to regularizing the recruitment of juveniles for these industries with particular reference to the suitability of the occupation for the individual boy or girl.

17. During recent years, Local Committees throughout the country have developed closer co-operation with Secondary Schools with a view to providing vocational guidance and assistance in finding employment for boys and girls who have continued their education beyond the normal school leaving age of 14 years. For this purpose, the Headmasters and Headmistresses of Secondary Schools are represented on the Local Committees in each area, and there is considerable evidence of the increasing value and effectiveness of this co-operation. In London, special Committees called the Headmaster's Employment Committee and the Headmistresses' Employment Committee have been set up, representative of the Heads of Public Secondary Schools and of industrial and commercial undertakings, to deal specifically with the large numbers of boys and girls from these schools in the London area.

18. The prolonged depression in the coalmining industry has accentuated the difficulties in finding suitable employment for boys and girls in the mining areas. It is recognized that, in normal circumstances, it is not desirable not indeed practicable bacause

of economic factors, to place juveniles in employment which involves living away from home, and, ordinarily, the Employment Exchanges place boys and girls only in employment within daily travelling distances of their homes. Even so, however, for some years boys and girls have, in exceptional cases, been placed in "living in" vacancies—*e.g.*, hotels and clubs, domestic service, etc.—away from their home districts. The absence of employment in the mining areas presented a new problem and in 1928 it was decided to make an effort to transfer boys, and subsequently girls, from these areas to suitable employment in other parts of the country. This has been made possible largely by the special efforts of the Exchanges and Bureaux in securing for these applicants vacancies at wages on which they could maintain themselves away from home and also by the allocation from the Lord Mayor's Fund (Coalfields Distress Funds) of a grant of £45,350 for assistance in the case of vacancies in which the normal wages were insufficient to provide for the cost of maintenance (in lodgings, hostels, etc.). One of the conditions for the payment of grants in an individual case is that the employer, in addition to the basic wage, makes a contribution of not less than one fourth of the difference between that rate and the cost of maintenance, the remainder being provided from the Fund. In the case of girls, the grant is payable only in respect of those transferred to industrial vacancies.

19. The vacancies were carefully selected to ensure that they would normally provide progressive employment in adult life, and special arrangements were made in regard to the personal and industrial supervision of the juveniles transferred. The success of these arrangements, and the extent to which employers have co-operated with the Employment Exchanges in carrying them out, is shown by the fact that up to the end of May, 1930, 5,037 boys from the depressed mining areas had been transferred to employment in other parts of the country (1896 with grant and 3,171 without grant from the Lord Mayor's Fund). In addition, 2,562 girls had been transferred to domestic employment and 133 girls to industrial vacancies (including 44 with grant and 89 without grant from the Lord Mayor's Fund).

20. The Annual Reports on the Work of Advisory Committees for Juvenile Employment, and a memorandum (E. D. L. 2) outline the work of these Committees.

APPENDIX 4.

Special Rules with regard to Registration of Juvenile Applicants in England and Wales made in pursuance of Regulation No. IX of the General Regulations* for Labour Exchanges managed by the Board of Trade.

1. Juvenile applicants for employment shall register on the forms prescribed in the Schedule to these Rules, subject to such modifications as may be made therein by the Board of Trade from time to time. Such applicants, or any prescribed class of such applicants, may be permitted in lieu of attending personally at a labour exchange to register their applications at such other places as may be recognised by the Board of Trade as suitable for the purpose. Forms containing such applications, if transmitted forthwith to a labour exchange, shall be treated as equivalent to personal registration.

2. (1) Special advisory committees for juvenile employment shall be established in such areas as the Board of Trade may think expedient. These committees shall include persons possessing experience or knowledge of education or of other conditions affecting young persons, appointed after consulting such authorities, bodies, and persons as the Board think best qualified to advise them, and also persons representing employers and workmen, appointed after consulting any advisory trade committee established in the district in pursuance of Regulation No. VII† of the General Regulations, together with a chairman appointed by the Board.

(2) Such labour exchange officers as may be designated by the Board of Trade, and such of His Majesty's Inspectors of Schools as may be designated by the Board of Education may be present at meetings of the special advisory committees, but shall not be members thereof.

3. Subject to these rules, the procedure of a special advisory committee for juvenile employment shall be determined from time to time by the Board of Trade or by the committee with the approval of the Board.

* Statutory Rules and Orders, 1910, No. 800.

† This Regulation is now repealed.

4. It shall be the duty of a special advisory committee to give advice with regard to the management of any labour exchange in its district in relation to juvenile applicants for employment.

5. Subject to these rules a special advisory committee may take steps, either by themselves or in co-operation with any other bodies or persons, to give information, advice and assistance to boys and girls and their parents with respect to the choice of employment and other matters bearing thereon. Provided that the Board of Trade and the officer in charge of a labour exchange shall undertake no responsibility with regard to any advice or assistance so given.

6. (1) If any Local Education Authority for Higher Education which has or may acquire statutory powers for the purpose of giving advice, information, or assistance to boys and girls with respect to the choice of employment or other matters bearing thereon, submits to the Board of Education a scheme for the exercise of those powers, and the Board of Education, after consulting with the Board of Trade, approve and assist that scheme with or without modifications, the foregoing rules shall, so long as the scheme is carried out to the satisfaction of the Board of Education, apply to the area of that Local Education Authority with the following modifications:—

(*a*) The officer in charge of any labour exchange shall not undertake the registration of juvenile applicants for employment except in accordance with the provisions of the scheme.

(*b*) The special advisory committee for juvenile employment shall take no steps under Rule 5 except in accordance with the provisions of the scheme.

(*c*) The Board of Trade may, if they think fit, recognise, in lieu of any special advisory committee established or to be established under these rules, an advisory committee constituted under the scheme, provided that such committee includes an adequate number of members possessing experience or knowledge of educational and industrial conditions, and thereupon the Board of Trade may, if the circumstances require, either dissolve any special advisory committee or modify its area and constitution.

Provided that this rule may be modified as respects the area of any Local Education Authority by agreement between the Board of Trade and the Board of Education to meet the special circumstances of that area.

(2) Nothing in this rule shall affect the registration at any labour exchange of vacancies for juvenile workers notified by employers.

7. These Rules shall apply to the registration of juvenile applicants in England and Wales.

These revised Rules are made by the Board of Trade after consultation with the Board of Education in pursuance of Regulation No. IX of the General Regulations for Labour Exchanges managed by the Board of Trade, and are in substitution of those dated the seventh day of February, 1910, which are hereby revoked.

Dated this nineteenth day of April, 1913.

H. LLEWELLYN SMITH, *Secretary.*

Board of Trade,
Whitehall Gardens, S. W.

APPENDIX 5.

Schedule to Special Rules.

Particulars to be included on the Form for Registration of Juvenile Applicants for Employment.

Surname..... Other Names.....
Date of Birth .....
Full Address.....
Name of last day school and date of leaving.....
Standard or class in which applicant was on leaving.....
Whether applicant was a half-timer before leaving and, if so, how long ?.....
.....

Whether attending or proposing to attend any continuation or technical school, and if so, in what course or subjects, and whether in the day or evening. .....

Employment or employments since leaving school :—

(1) .....

(2) .....

(3) .....

Employment desired .....

Whether willing to be apprenticed and, if so, whether a premium can be paid .....

Whether willing to take work at a distance .....

Remarks .....

APPENDIX 16.

Unemployment Fund.

APPEN

Unemploy

Summary of Receipts and Payments

(United Kingdom up to 31st December, 1921; Great Britain and Irish Free State

Receipts.

Year ended.	Contributions from Employers and Employed Persons.	Contributions from Exchequer.	Interest received.	Refunds of Benefit paid in error.	Other Receipts.	Total.	Unemploy
							Direct.
	£	£	£	£	£	£	£
July 1913 ..	1,624,887	378,000	8,223	189	5	2,011,304	183,193
„ 1914 ..	1,808,129	602,000	47,877	237	11	2,458,254	364,555
„ 1915 ..	1,653,380	546,666	86,122	338	4	2,286,510	249,533
„ 1916 ..	1,699,146	538,863	157,462	37	3	2,395,511	39,973
„ 1917 ..	2,705,498	746,372	395,544	24	17	3,847,455	24,133
„ 1918 ..	3,286,865	1,007,541	499,564	54	51	4,794,075	75,128
„ 1919 ..	2,882,107	994,402	692,651	141	20	4,569,321	148,882
„ 1920 ..	3,051,576	912,701	899,993	917	14	4,865,201	869,424
„ 1921 ..	11,314,480	2,168,639	742,577	8,555	11	14,234,262	30,113,070
„ 1922 ..	31,373,868	11,057,901	553,411	38,869	36	43,024,085	45,174,415
„ 1923 ..	34,473,018	12,166,266	..	33,891	131	46,673,306	38,831,481
„ 1924 ..	37,016,837	13,184,784	..	24,612	207	50,226,440	33,658,585
„ 1925 ..	37,016,494	13,148,085	..	14,471	200	50,179,250	42,010,779
„ 1926 ..	33,934,877	12,910,861	..	18,891	117	46,864,746	40,277,482
March 1927 .. (9 months).	20,594,716	7,954,599	..	13,077	39	28,562,431	35,098,011
March 1928 ..	31,164,838	12,024,910	..	10,003	49	43,199,800	34,609,902
„ 1929 ..	30,534,468	11,757,831	..	16,944	49	42,309,292	44,466,743
Total ..	286,135,184	102,100,421	4,083,424	181,250	964	392,501,243	346,195,289

DIX 16.

ment Fund.

from July, 1912 to 31st March, 1929.

from 1st January, 1922 to 31st March, 1922; Great Britain from 1st April, 1922.)

Payments.

ment Benefit.		Transferred to Parliamentary Votes for Administration.	Refunds to workpeople at 60 years of age.	Refunds of Contributions paid in error.	Interest on Treasury Advances.	Other payments and refunds.	Total.
Associations.	Paid in error.						
£	£	£	£	£	£	£	£
25,125	491	151,200	..	2,207	..	181	362,397
166,038	517	246,410	..	4,816	..	113,424	895,760
169,158	448	227,281	245	4,008	..	123,114	773,787
38,998	48	231,298	532	2,798	..	94,483	408,130
10,175	34	338,099	773	2,857	..	107,421	483,492
11,025	111	436,151	3,082	4,869	..	117,064	647,430
3,839	223	455,402	11,253	4,234	..	137,245	761,078
139,702	1,410	448,744	27,331	3,906	..	117,392	1,607,909
4,005,125	8,005	1,098,592	40,516	5,763	..	151,040	35,422,111
7,673,799	62,118	4,838,136	47,108	140,219	472,685	101,592	58,510,072
3,049,351	62,646	4,451,311	191,101	461,704	803,171	29,499	47,880,264
2,312,825	47,210	4,086,260	378,833	90,846	601,231	11,900	41,187,690
2,562,418	43,258	4,595,084	1,925,905	99,662	302,359	3,196	51,542,661
3,381,352	44,734	4,889,848	252,280	65,926	376,148	3,384	49,291,154
3,590,771	15,384	3,513,090	28,248	89,137	414,161	3,851	42,752,653
1,864,143	10,311	4,913,576	35,808	113,110	1,169,367	61,399	42,777,616
2,263,681	35,670	5,071,925	28,603	82,000	1,705,513	39,221	53,693,356
31,267,525	332,618	39,992,407	2,971,618	1,178,062	5,844,635	1,215,406	428,997,560

APPEN

Comparative statement of the cost of the employment exchange

Financial Year.	Borne on Ministry of Labour Vote (formerly Board of Trade).								
	Headquarters and "Common Services" of the Ministry including Local Finance.	C. and R. O. Kew.	Divisional Offices.	Local Offices.	General expenditure*.	Total of columns 2–6.	Appropriations in Aid excluding Amount transferred from Unemployment Fund.†	Net Total.	Grants for Administration to Associations and to Local Education Authorities.
1	2	3	4	5	6	7	8	9	10
	£	£	£	£	£	£	£	£	£
1909-10 ..	200	..	3,800	11,776	37	15,813	20	15,793	..
1910-11 ..	1,200	..	23,800	76,053	2,136	103,189	1,968	101,221	..
1911-12 ..	1,500	..	36,250	114,555	2,532	154,837	2,440	152,397	..
1912-13 ..	34,680	..	90,935	254,501	7,556	387,672	5,562	382,110	..
1913-14 ..	43,696	..	135,871	330,671	14,748	524,986	7,917	517,069	..
1914-15 ..	57,753	..	123,433	341,600	25,222	548,008	20,922	527,086	..
1915-16 ..	81,553	..	122,470	361,334	54,256	619,613	37,411	582,202	..
1916-17 ..	96,836	11,863	169,050	381,710	53,221	712,680	56,703	655,977	..
1917-18 ..	94,800	91,191	152,394	491,860	92,769	923,014	75,292	847,722	..
1918-19 ..	125,604	135,379	221,232	972,159	129,712	1,584,086	80,700	1,503,386	..
1919-20 ..	304,039	215,877	415,832	2,170,158	109,801	3,215,707	21,875	3,193,832	..
1920-21 ..	353,098	425,132	402,425	2,312,504	94,794	3,587,953	35,941	3,552,012	47,568
1921-22 ..	357,414	706,418	357,580	3,856,239	53,708	5,331,359	35,183	5,296,176	507,867
1922-23 ..	313,045	672,668	2,690,004		35,309	3,711,026	41,979	3,669,047	149,237
1923-24 ..	281,146	536,255	2,355,918		31,129	3,204,448	19,062	3,185,386	68,579
1924-25 ..	279,549	595,148	2,434,926,		30,435	3,340,058	20,155	3,319,903	85,620
1925-26 ..	323,018	576,748	2,635,414		42,735	3,577,915	16,706	3,561,209	119,904
1926 ..	329,243	555,404	2,819,753		42,732	3,747,132	21,618	3,725,514	145,609
1927 ..	350,196	531,629	2,705,716		33,997	3,621,538	18,397	3,603,141	82,250
1928 ..	357,014	520,512	3,022,215		75,484	3,976,225	16,684	3,959,541	120,846
1929‡ ..	357,126	546,466	3,118,170		170,372	4,192,134	18,904	4,173,230	129,000
1930‡ ..	405,139	567,331	3,126,245		114,536	4,213,251	19,391	4,913,860	134,300

* Includes Advances to Workpeople from 1909-10 to 1921-22 inclusive.

† Includes Repayment of Advances to Workpeople from 1909-10 to 1921-22 inclusive.

‡ Based on Estimates.

DIX 17.

service (Great Britain) from February, 1910 to 31st March 1931.

Borne on Votes of other Departments.					Accruing liability for Superannuation.	Total cost (Columns 9, 10, 15 and 16).	Total cost of administration of Unemployment Insurance (included in Column 17).	Contributions from the Unemployment Fund towards cost of Unemployment Insurance Administration.
Office of Works.	Stationery Office.	General Post Office.	Other Government Departments.	Total of Columns 11–14.				
11	12	13	14	15	16	17	18	19
£	£	£	£	£	£	£	£	£
34,578	3,487	751	161	38,977	..	54,770	..	..
78,390	11,332	5,186	4,596	99,504	..	200,725	..	..
92,317	14,329	7,990	7,214	121,850	..	274,247	..	..
220,352	40,332	90,196	10,105	360,985	..	743,095	522,263	143,456
151,504	28,591	75,721	15,632	271,448	..	788,517	572,733	238,257
142,014	25,966	62,757	18,793	249,530	..	776,616	547,577	216,309
115,400	34,592	68,669	15,283	233,944	..	816,146	429,330	221,726
178,532	41,371	53,863	13,747	287,513	..	943,490	490,578	312,466
140,579	64,182	77,046	17,393	299,200	..	1,146,922	572,169	425,495
340,763	79,591	101,722	16,660	538,736	..	2,042,122	721,877	434,391
774,521	156,513	179,014	31,204	1,141,252	..	4,335,084	582,370	435,282
865,774	164,148	249,177	26,014	1,305,113	..	4,904,693	2,660,544	1,065,634
657,954	153,883	568,122	98,671	1,478,630	..	7,282,673	7,132,580	3,375,615
403,618	58,373	353,614	226,590	1,042,195	..	4,860,479	(*a*) 4,685,488	4,685,488
336,314	56,846	290,402	217,440	901,002	..	4,154,967	(*b*) 4,018,171	4,018,171
390,665	55,665	299,228	255,976	1,001,534	157,956	4,565,013	(*c*) 4,494,760	4,494,760
412,418	53,336	332,145	200,758	998,657	241,970	4,921,740	(*d*) 4,822,536	4,822,536
411,815	59,079	293,669	230,293	994,856	260,185	5,126,164	(*e*) 5,039,488	4,765,012
430,470	59,327	298,611	248,711	1,037,119	280,480	5,002,990	(*f*) 4,913,576	4,913,576
438,702	91,117	298,955	261,488	1,090,262	286,092	5,456,741	(*g*) 5,325,319	5,071,925
1,047,000				1,047,000	293,000	5,642,230	(*h*) 5,435,000	5,435,000
1,167,000				1,167,000	308,000	5,803,160	(*i*) 5,630,000	5,630,000

(*a*) Percentage of revenue of Unemployment Fund .. .. 10·5 per cent.
(*b*) Percentage of revenue of Unemployment Fund .. .. 8·4 per cent.
(*c*) Percentage of revenue of Unemployment Fund .. .. 9·1 per cent.
(*d*) Percentage of revenue of Unemployment Fund .. .. 9·8 per cent.
(*e*) Percentage of revenue of Unemployment Fund .. .. 13·2 per cent.
(*f*) Percentage of revenue of Unemployment Fund .. .. 11·7 per cent.
(*g*) Percentage of revenue of Unemployment Fund .. .. 13·1 per cent.
(*h*) Percentage of revenue of Unemployment Fund .. .. 12·2 per cent. (based on Estimates).
(*i*) Percentage of revenue of Unemployment Fund .. .. 12·2 per cent. (based on Estimates).

APPENDIX 19.

Staff of certain Employment Exchanges on 1st April, 1930.

A First Class Exchange.

Bristol Employment Exchange.

	Men.	Women.
Permanent Officers—		
1st Class Officer	1	..
2nd Class Officer	..	..
3rd Class Officer	2	2
Employment Officer	12	3
Employment Clerk	5	5
P. Class Clerk	7	..
Shorthand Typist	..	1
Temporary Officers—		
Temporary Clerk	21	9
Shorthand Typist	..	1
Messenger	1	..
	69	21
Total	90	

A Second Class Exchange.

Burnley Employment Exchange.

	Men.	Women.
Permanent Officers—		
2nd Class Officer	1	..
3rd Class Officer	2	1
Employment Officer	4	1
Employment Clerk	9	5
P. Class Clerk	1	..
Typist	..	1
Temporary Officers—		
Temporary Clerk	25	24
Typist	..	1
	42	33
Total	75	

A Third Class Exchange.

Chadderton Employment Exchange.

	Men.	Women.
Permanent Officers—		
3rd Class Officer	1	..
Employment Officer	3	1
Employment Clerk	5	3
P. Class Clerk	4	..
Temporary Officers—		
Temporary Clerk	17	9
	30	13
Total	43	

APPENDIX 22.

List of Trade Boards with approximate numbers of employers and workers affected.

Trade Board.	No. of Establishments on Trade Board Lists on 31st December 1929.	Estimated No. of Workers Employed.
Aerated Waters (England and Wales) ..	1,458	12,000 (½)
Aerated Waters (Scotland)	181	
Boot and Floor Polish (Great Britain) ..	143	5,000 (2/3)
Boot and Shoe Repairing (Great Britain) ..	15,730	40,000*
Brush and Brocm (Great Britain)	570	12,500 (½)
Button Manufacturing (Great Britain) ..	177	5,000 (4/5)
Chain (Great Britain)	227	5,000 (2/3)
Coffin Furniture and Cerement Making (Great Britain)	48	1,000 (½)
Corset (Great Britain)	286	15,000†
Cotton Waste Reclamation (Great Britain) ..	217	5,000 (2/3)
Dressmaking and Women's Light Clothing (England and Wales)	11,095	150,000 †
Dressmaking and Women's Light Clothing (Scotland)	1,113	
Drift Nets Mending (Great Britain)	187	2,000‡
Flax and Hemp (Great Britain)	149	15,000 (2/3)
Fur (Great Britain)	1,693	12,000 (½)
General Waste Reclamations (Great Britain)	2,166	20,000 (2/3)
Hair Bass and Fibre (Great Britain) ..	77	2,500 (½)
Hat Cap and Millinery (England and Wales) ..	6,698	60,000 (¾)
Hat Cap and Millinery (Scotland)	651	
Hollow-ware (Great Britain)	128	10,000 (3/5)
Jute (Great Britain)	102	25,000 (¾)
Keg and Drum (Great Britain)	135	2,500 *
Lace Finishing (Great Britain)	340	5,000 ‡
Laundry (Great Britain)	7,350	120,000 †
Linen and Cotton Handkerchief (Great Britain)	352	10,000 †
Made-up Textiles (Great Britain)	397	5,000 (½)
Milk Distributive (England and Wales) ..	16,932	120,000 *
Milk Distributive (Scotland)	2,263	
Ostrich and Fancy Feather (Great Britain) ..	150	7,000 †
Paper Bag (Great Britain)	408	12,000 †
Paper Box (Great Britain)	1,165	40,000 †
Perambulator (Great Britain)	135	7,000 (½)
Pin, Hook and Eye (Great Britain)	40	2,000 (4/5)
Ready-made and Wholesale Bespoke Tailoring	5,557	200,000 (4/5) §
Retail Bespoke Tailoring (England and Wales)	11,449	65,000 (2/5)
Retail Bespoke Tailoring (Scotland)	1,942	
Rope, Twine and Net (Great Britain) ..	527	15,000 (2/3)
Sack and Bag (Great Britain)	320	5,000 †
Shirtmaking (Great Britain)	1,141	60,000 †
Stamped and Pressed Metal Wares (Great Britain)	433	15,000 (½)
Sugar Confectionery (Great Britain) ..	1,864	90,000 (⅓)
Tin Box (Great Britain)	228	17,000 (2/3)
Tobacco (Great Britain)	262	45,000 (?)
Toy Manufacturing (Great Britain)	364	10,000 (¾)
Wholesale Mantle and Costume (Great Britain)	4,480	..
Totals ..	101,330	1,249,500

NOTE.—The fraction in brackets indicates the estimated proportion of female workers.

* Mainly Male. ‡ Entirely Female.

† Mainly Female. § Includes the Wholesale Mantle and Costume Trade.

APPENDIX 23.

Trade Boards Acts, 1909 and 1918.

General Minimum Time-Rates fixed by Trade Boards and in operation at 1st June, 1930, for the lowest grades of adult workers.

Except where otherwise shown, the rates are operative at the age of 18 in the case of females and 21 in the case of males.

Trade. (1)	Female Workers. (2)	Male Workers. (3)
	Per hour. d.	Per hour. s. d.
Aerated Waters (England and Wales)	7	1 1
Aerated Waters (Scotland)—		
(1) Orkney and Shetlands	5½	0 11½
(2) Rest of Scotland	6½	1 0½
Boot and Floor Polish	7½	1 1½
Boot and Shoe Repairing	10¼ (*a*)	1 2¼
Brush and Broom	6½ (*a*)	0 11
Button Manufacturing	6½	1 1½
Chain*	5-77/80	1 2⅝
Coffin Furniture and Cerement Making—		
(1) Coffin Furniture Section	6-36/47	1 1-28/47
(2) Cerement Making Section	7¼(*b*)†	..
Corset	7	1 1 (*d*)
Cotton Waste—		
(1) England and Wales	6¾	0 11½
(2) Scotland	6½	0 11½
Dressmaking and Women's Light Clothing (England and Wales)—		
(1) Retail Bespoke Section	6¼, 7, 7½, (*c*)	1 0 (*d*)
(2) Other Sections	7	1 0 (*d*)
Dressmaking and Women's Light Clothing (Scotland)—		
(1) Retail Branch	7, 7½(*c*)	1 2 (*d*)
(2) Other Branches	6½	1 2 (*d*)
Drift Nets Mending	6¼ (*e*)	..
Flax and Hemp	6	0 10-23/48
Fur	7½	1 1
General Waste	6¼	0 11
Hair, Bass and Fibre	6¾	0 11¼
Hat, Cap and Millinery (England and Wales) ..	7	1 1 (*d*)
Hat, Cap and Millinery (Scotland)—		
(1) Wholesale Cloth Hat and Cap Branch ..	7½	1 2 (*d*)
(2) Other Branches	7, 7½ (*c*)	1 2 (*d*)
Hollow-ware	6¾	11½
Jute	6¼	0 9-37/48
Keg and Drum	7	1 0
Lace Finishing*	6½	..
Laundry—		
(1) Cornwall and North Scotland	6½	1 1½
(2) Rest of Great Britain	7	1 1½
Linen and Cotton Handkerchief and Household Goods and Linen Piece Goods	6½	1 0
Made up Textiles	6¼	0 10¾
Milk Distributive—		
(1) England and Wales	6¾, 7½, 8⅝ (*a*) and (*c*).	0 10½ 1/1 1/2 (*c*)
(2) Scotland	6⅛ (*a*)	0 11⅜

Trade. (1)	Female Workers. (2)	Male Workers. (3)
	Per hour. *d.*	Per hour. *s. d.*
Ostrich and Fancy Feather and Artificial Flower ..	7	1 0 (*d*)
Paper Bag	7¼	1 1⅛
Paper Box	7⅜	1 0¼
Perambulator and Invalid Carriage	6¾	0 11½
Pin, Hook and Eye and Snap Fastener	6½ (*a*)	0 10¾
Ready-made and Wholesale Bespoke Tailoring ..	7	0 11¾ (*d*)
Retail Bespoke Tailoring (England and Wales) ..	..	..
London Area	8 to 10 (*f*)	(*i*) 1/1 to 1/4 (*f*)(*j*).
Eastern Area	8 to 9½ (*f*)	(*i*) 1/1 to 1/3 (*f*)(*j*).
South Eastern Area	8 to 9½ (*f*)	(*i*) 1 to 1/3 (*f*)(*j*).
Central Southern Area	8 to 9 (*f*)	(*i*) 1/1 to 1/4 (*f*)(*j*).
South Western Area	8 to 9½ (*f*)	(*i*) 1 to 1/3 (*f*)(*j*).
North Midland Area	8¼ to 9½ (*f*)	(*i*) 1 to 1/4 (*f*)(*j*).
Central Midland Area	7½ to 10 (*f*)	(*i*) 1 to 1/4 (*f*)(*j*)
South Midland Area	8 to 9½ (*f*)	(*i*) 1/1 to 1/4 (*f*)(*j*).
Northern Area	8 to 9½ (*f*)	(*i*) 1 to 1/3 (*f*)(*j*).
Yorkshire Area	8 to 9½ (*f*)	(*i*) 1 to 1/4 (*f*)(*j*).
East Lancashire Area	9½ to 9¾ (*f*)	(*i*) 1/2½ to 1/4½(*f*)(*j*)
West Lancashire Area	9½	(*i*) 1/1 to 1/3 (*f*)(*j*).
North Wales Area	9 to 9½ (*f*)	(*i*) 1/1 to 1/3 (*f*)(*j*).
South Wales Area	8 to 9½ (*f*)	(*i*) 1 to 1/3 (*f*)(*j*).
Retail Bespoke Tailoring (Scotland)	7, 7½ (*f*) and (*g*).	10*d*. 10½*d*. 1/-(*f*) and (*h*).
Rope, Twine and Net	6½	0 10
Sack and Bag	6½	0 11½
Shirtmaking	7	1 2 (*d*)
Stamped or Pressed Metal Wares	6½	0 11
Sugar Confectionery and Food Preserving ..	6¾	1 0 (*b*)
Tin Box	7¼	1 1
Tobacco	9⅝ (*a*)	1 3⅝
Toy Manufacturing	6¾ (*a*)	1 0½
Wholesale Mantle and Costume	7	11½ (*d*)

NOTE.— (*a*) at 21 years of age.
(*b*) at 24 years of age.
(*c*) according to population.
(*d*) at 22 years of age.
(*e*) on completion of 2 years' employment in the trade.
(*f*) dependent on Area as graded by the Trade Board.
(*g*) with not less than 4 years' employment after the age of 14.
(*h*) with not less than 5 years' employment after the age of 14.
(*i*) after seven years' employment in the trade.
(*j*) after eight years' employment in the trade.

* The minimum rates in the Chain Trade and the Lace Finishing Trade are not fixed by reference to sex. The rates shewn under the column "Female Workers" are those applicable to work wholly or mainly performed by women and the rates shewn under the column "Male Workers" are those applicable to work wholly or mainly performed by men.

† In respect of the period 1st April, 1930 to 30th September, 1930 inclusive.

APPENDIX 24.

Approximate net cost of the administration of Trade Boards in 1927 and 1928 ; and estimated cost in 1929 and 1930.

	1927 (Expenditure).	1928 (Expenditure).	1929 (Estimate).	1930 (Estimate).
	£	£	£	£
Salaries—Headquarters	36,512	30,167	32,970	31,820
Salaries—Outstations	34,215	35,169	36,280	44,050
Staff—Travelling	4,977	5,234	5,000	6,800
Incidentals	11	13	..	..
	75,715	70,583	74,250	82,670
Proportion of cost of Telegrams and Telephones	615	1,002	774	1,317
Proportion of cost of Common Services Departments of the Ministry ..	21,551	17,446	19,376	18,656
Proportion of cost of other Government Departments	10,500	10,000	11,000	13,000
Chairmen and Appointed Members—Fees	981	848	1,000	1,100
Chairmen and Members—Travelling, etc.	3,790	2,877	4,500	4,500
GRAND TOTALS ..	113,152	102,756	110,900	121,243

APPENDIX 25.

Statement showing percentage Unemployment in Trade Board Trades as compared with other trades in recent years.

Great Britain.	Mean percentage unemployed.				
	1925.	1926.	1927.	1928.	1929.
Industries wholly or mainly covered by Trade Boards	8·6	8·7	6·1	6·2	6·6
All other Industries	11·0	12·0	10·2	11·1	10·7
All industries less coal, iron, steel, shipbuilding, cotton and wool, and Trade Board Trades	9·7	10·6	8·4	8·8	9·1
All industries less coal, iron, steel, shipbuilding, cotton and wool ..	9·6	10·4	8·2	8·6	8·9
All industries	10·9	11·8	9·9	10·7	10·4

MINISTRY OF AGRICULTURE AND FISHERIES.

Letter to the Secretary, Ministry of Agriculture and Fisheries, Whitehall Place, dated London, 6th the June, 1930.

I am directed by the Chairman of the Royal Commission on Labour in India to ask that with the approval of the Minister official evidence may be furnished to this Commission in regard to the history and working of the Agricultural Wages Boards in England.

. . . . . .

The Commission have framed a brief questionnaire which I enclose indicating the points on which they desire information.

Mr. Whitley thinks that it would be most convenient to the Ministry and also to the Commission if evidence on the matters in question were to be tendered in writing in the first instance and a representative of the Ministry to meet the Commission for oral examination at a later date.

. . . . . .

He would suggest if that be practicable, that any written matter might be made available to the Commission not later than the third week in June.

. . . . . .

QUESTIONNAIRE.

History of Wage Regulation on Agriculture in Great Britain.

A. Position prior to Corn Production Act of 1917.

B. System of Wage Regulation set up by the Corn Production Act of 1917.

I. Machinery for wage fixing.

(*i*) Composition of bodies.

(*ii*) System of wage fixing in respect of time and piece-workers.

II. Machinery for enforcement.

(*i*) Publicity for the legal obligation.

(*ii*) Inspection.

(*a*) Complaint—Routine.

(*b*) Extent of inspection.

(*c*) Cost of Inspection.

(*d*) Method or system of inspection.

(*iii*) Action taken on investigations.

III. Results of the Act.

IV. Reasons for Repeal of the Act.

C. History of interregnum period 1921-24.

I. Growth of Conciliation machinery.

II. Functioning of Conciliation machinery.

III. Results obtained.

D. Growth of the present system under the Agricultural Wages (Regulation) Act, 1924.

I. Difference between the system under the Corn Production Act and this Act as regards :—

(*i*) Machinery for wage fixing.

(*ii*) Machinery for wage enforcement.

II. General Results of the Act.

E. Economic effects on the Industry of State Wage Regulation.

I. As affecting employers.

II. As affecting workers.

III. As affecting the Industry.

MEMORANDUM OF THE MINISTRY OF AGRICULTURE AND FISHERIES.

Wage Regulation in Agriculture in England and Wales.

A. Prior to the Corn Production Act.—Before the passing of the Corn Production Act in 1917 agricultural wages were, in the main, a matter for individual agreement between employer and worker. Not only was there no system of statutory regulation but over the greater part of the country there was no attempt to collective agreements between organization of employers and workers. Agricultural workers generally were not organized in Trade Unions, although two such Unions existed which catered for rural workers. One of these, which was confined solely to agricultural and other rural workers, was in a comparatively strong position in Norfolk and had a fair membership in a few other counties but in most counties neither of the Unions could claim any considerable membership of agricultural workers.

B. I. (i) Corn Production Act, 1917.—The Corn Production Act 1917 provided *inter alia* for the establishment of an Agricultural Wages Board charged with the duty of fixing minimum rates for wages for agricultural workers. The Board consisted of an equal number of representatives of employers and of representatives of workers, together with independent members. As originally constituted half of the sixteen employers' representatives were elected by representative bodies, and the other half nominated by the Board of Agriculture and Fisheries, whilst half of the representatives of workers were elected by representative bodies, and the other half nominated by the Board of Agriculture and Fisheries in consultation with the Ministry of Labour. The independent members were appointed by the Board of Agriculture and were seven in number, one of them being designated as Chairman.

In 1920 the system of appointment of the representative members was changed so as to increase the numbers elected by the organizations to 14 a side, thus leaving the number nominated by the Minister of Agriculture to two on each side.

To assist them in their work the Agricultural Wages Board under powers conferred on them by the Act appointed District Wages Committees for the various areas of England and Wales. These Committees numbered in all thirty-nine, many Committees acting for one county only, while others acted for two or more counties combined. The constitution of these Committees was similar to that of the Agricultural Wages Board, but in their case the representative members were appointed by the Wages Board, and the independent members were appointed by the Board of Agriculture and Fisheries.

I. (ii) The right of fixing minimum rates of wages was vested solely in the Agricultural Wages Board, the District Wages Committees acting in a purely advisory capacity. In the first instance the Committees were asked to recommend to the Wages Board what they considered to be the appropriate minimum rates for their area, and the Board in arriving at a decision took these recommendations into account. After the first minimum rates had been fixed, however, it became the practice for most of the changes which were made in the rates to be initiated by the Wages Board, the District Wages Committees being invited to give their observations on the Board's proposals before an order was made.

In fixing minimum rates of wages, the Wages Board were required by the Act to secure, so far as practicable, for able-bodied men, wages which in the

opinion of the Board were adequate to promote efficiency, and to enable a man in an ordinary case to maintain himself and his family in accordance with such standard of comfort as might be reasonable in relation to the nature of his occupation, and further, that the wages should be such as in the Board's opinion were equivalent to wages for an ordinary day's work at the rate of at least 25 a week.

It was obligatory on the Agricultural Wages Board to fix minimum time-rates of wages, but powers were also given to fix minimum piece-rates of wages if the Board so desired. In effect, minimum time-rates only were fixed, and workers employed at piece-rates were protected by a clause in the Act which provided that if the piece-rate which they were receiving was, in their opinion inadequate, they could complain to the Wages Board who had power to order the payment of arrears of wages representing the difference between what an ordinary worker would have earned at the piece-rate and the wages to which he would have been entitled at the minimum time-rate. It might be observed that considerable difficulty would have been experienced if any attempt had been made to fix minimum piece-rates of wages. Conditions are liable to vary so greatly between one job and another that it would be impracticable to fix a reasonable piece-rate to cover all jobs of one character. In practice piece-workers seldom accept any work at piece-rates without having first viewed the work to be done.

In fixing minimum time-rates of wages the Board adopted the week as the basis in the case of male workers, but in the case of female workers the rates fixed were hourly rates. Acting on their powers under the Act the Board also fixed overtime rates of wages and defined the employment which was to be treated as overtime employment.

The Act took cognizance of the fact that it had long been customary for agricultural workers to be paid partly in kind, and the Board was therefore empowered to define the benefits or advantages which might be reckoned as payment of wages in lieu of payment in cash and to fix the values at which such allowances might be reckoned. In the matter of fixing the values of benefits the Board was largely guided by the recommendations of the District Wages Committees.

The District Wages Committees in addition to their advisory duties had delegated to them by the Agricultural Wages Board the duty of granting Permits of Exemption to workers who, by reason of mental or other infirmity or physical injury, were incapable of earning the minimum rate. Except in so far as such Permits were granted, the minimum rates apply to all workers employed under a contract of service or apprenticeship.

In accordance with the terms of the Act any decision of the Board with regard to minimum rates of wages could only be made enforceable after the Board had given notice of the rates which it proposed to fix in order to give an opportunity for objections to be lodged to the proposed decision. The Board was bound to consider any such objections which might be lodged within a specified period before the decision could be made operative.

B. II. Machinery for enforcement.—The enforcement of the minimum rates was carried out by the Agricultural Wages Board, inspectors being placed under its direction for the purpose by the Board of Agriculture and Fisheries. The administrative staff attached to the Wages Board carried out the general

enforcement work but cases of doubt were referred to a Sub-Committee of the Board for final decision.

(*i*) *Publicity for the legal obligations.*—The Board published their proposals to fix minimum rates and also the Orders confirming the rates in *The Times* and a large number of papers circulating in the provinces. In addition to this copies of the Orders were sent to the National Farmers' Union for circulation to their members and also to the workers' organisations.

(*ii*) and (*iii*). As the work of inspection under the Act of 1917 was carried out in a somewhat similar manner to that adopted under the Act of 1924 it will perhaps be more appropriate to give details of this under section D below.

III. Results of the Act.—Immediately before the Act came into operation the average weekly wage paid to agricultural labourers was as far as could be ascertained, approximately 25 per week. The first Order made by the Board fixed the minimum weekly wage at 30 and the rates gradually rose, chiefly on account of the increase in the cost of living to 46 a week by August 1920. After that time there was a slight drop in the cost of living and when the Wages Board came to an end in September 1921 the average weekly minimum wage had been reduced to 42.

IV. Reasons for repeal of the Act.—The main reason for the repeal of the Corn Production Act was the abolition of the guaranteed minimum prices for cereals, but considerable controversy existed as to whether the guarantee of a minimum wage for agricultural workers was dependent on guaranteed prices for farmers. The Government of the day decided, however, to repeal the Act as a whole.

C. I. Corn Production Acts (Repeal Act, 1921).—By the terms of this Act the system of wage fixing machinery which was established in 1917 was abolished as from the 1st October, 1921. The Act provided, however, that the Minister of Agriculture should have power to take steps to secure the voluntary formation and continuance of Local Joint Conciliation Committees for the purpose of dealing with wages or hours or conditions of employment in agriculture. It was provided that the representative members of the District Wages Committees should become *interim* Conciliation Committees pending the formation of voluntary committees, and in effect the District Wages Committees eventually merged into Joint Conciliation Committees as contemplated by the Act. Power was given to the Conciliation Committees to appoint an independent Chairman, but this power was not taken advantage of in many cases.

The Act did not provide for any machinery for the nomination of employers' and workers' Rrepresentatives, but in fact the employers' nominees on the Conciliation Committees were appointed by the National Farmers' Union, and the representatives of workers by the National Union of Agricultural Workers and the Workers' Union.

The employers' representatives were in many cases in favour of the formation of Conciliation Committees for smaller areas than had existed under the Corn Production Act, and in consequence the number of Conciliation Committees was larger than that of the District Wages Committees and eventually reached a total of sixty-three, as many as five separate Committees being formed in a single county.

II. Of the sixty-three Committees, fifty-six reached agreements with regard to wages at some period during their existence, whilst the remaining seven reached no agreements at any time. The number of agreements in operation became rapidly less after the first few months and by the end of 1922, agreements were operative in only about one-third of the Committee areas, whilst a year later this number had been halved. There is no doubt that the voluntary Committee system was a complete failure, since only three Committees out of a total of sixty-three maintained agreements throughout the period of operation of the Act.

III. The Corn Production Acts (Repeal Act) provided that the rates agreed upon by the Conciliation Committees should only be made legally enforceable in cases where the Committee unanimously requested the Minister to register the agreement. Only five of the Committees at any time requested such registration to be made, and consequently the great majority of agreements reached were not legally binding upon employers and workers. It is believed, however, that such agreements as were reached were fairly well observed.

D. Growth of the present system under the Agricultural Wages (Regulation) Act, 1924.—This Act was passed by the Labour Government of 1924, at which time the average weekly wage of agricultural workers was at the low level of 28.

I. Difference between system under Corn Production Act and this Act.

(*i*) *Machinery for wage fixing under Act of 1924.*

Fixation of Rates.—The powers of fixing minimum rates of wages is placed in the hands of County Wages Committees and the Central Agricultural Wages Board is only empowered to fix rates in cases of default by Agricultural Wages Committees or at the request of a Committee (in practice no such occasions have so far arisen). The Central Board's normal functions are confined to implementing Orders giving legal effect to the County Committee's decisions.

Allowances in kind.—It is customary in agriculture for a number of employers to provide workers with certain allowances in kind and the Act gives Wages Committees power to make Orders defining what allowances may be reckoned in part payment of minimum rates and the Committees may attach values to these benefits. All Committees have defined a cottage as a recognized benefit and the majority have also included board and lodging and milk. A few Committees have defined other odd benefits such as potatoes, fuel, etc.

Piece-rates.—No Committee has yet fixed special rates of wages for piece-work. The problem was tackled by one Committee and an effort made to fix a special rate for work in connection with the sugar beet crop. The Committee found the problem incapable of solution owing to the fact that the earnings of a worker on piece-work are dependent upon so many varying conditions, such as weather, type of soil, yield of crop. In the absence of minimum piece-rates the only safeguard which is given to the workers who are employed on this system is that they may lodge a complaint with the Agricultural Wages Committee if they consider they are not being paid a piece-rate which will yield to an ordinary worker the same amount of wages as if the worker was employed on time-work. There have been very few complaints since the Act came into force and on only one occasion has a Committee made an award under this Section. Enquiries which the Ministry has been able to make show that workers who are prepared

to accept work at piece-rates are usually in a position to be able to make a good bargain with the employers and taking the various jobs as a whole their earnings are in excess of the minimum rates on time-work.

Infirm workers.—In the agricultural industry there are many workers who suffer from some disability which prevents them from doing a full day's work in the field. Provision is made in the Act for dealing with cases of this kind and the Agricultural Wages Committee have power to grant Permits exempting the employment of a worker from the provisions of the Act if the Committee is satisfied that the worker is so affected by any physical injury or mental deficiency or any infirmity due to age or to any other cause that he is incapable of earning the minimum rates. In all there are about 12,000 Permits of Exemption in force and the majority of these were granted on account of old age.

(*ii*) *Machinery for wage enforcement.*

Under the present Act the responsibility for securing the observance of the minimum rates rests with the Ministry of Agriculture and Fisheries and not with the wage-fixing bodies.

(*a*) *Complaint routine.*—Under the Act of 1917 workers were given the right to complain to the Agricultural Wages Board if they considered they were paid below the minimum rates. In the present Act there is no particular mention of a worker's right but in practice all complaints from workers are considered and wherever there is a *prima facie* case of payment at less than the minimum rates an Inspector is sent to make investigations. A foot-note is appended to the Orders fixing the rates informing workers that complaints may be lodged with the Ministry.

(*b*) *Extent of inspection.*—The country is divided into 15 districts, each in charge of an Inspector, and on the average those Inspectors carry out, all told, about 2,500 inspections per annum. In addition to this organization, there is at present a team of six Inspectors who operate in selected areas where it seems desirable to test whether the Act is being properly observed or not. It is extremely difficult to estimate to what extent the inspections are carried out in relation to the number of farms on which hired labour is employed. In England and Wales there are over 200,000 holdings of above twenty acres but there is no information available as to the number of these farms on which paid labour is employed. In a recent intensive investigation in a small part of Wiltshire, out of nearly 1,200 farms inspected it was found that only 535 employed paid labour and the average number of workers on each farm was 3. If these figures can be taken as representative of the farms throughout the country, hired labour would be employed on rather less than half the farms. The proportion of workers whose wages are investigated each year probably ranges between 1 and 2%.

(*c*) *Cost of inspections.*—The cost of the inspection work averages out to approximately £5 in respect of each farm visited. This figure includes an allowance for the inspector's salary and travelling and incidental expenses but nothing for headquarter expenses. In a number of cases more than one visit has to be made to the farm and where prosecution is undertaken the amount of time spent on one individual case may amount to as much as four or five days. Furthermore Inspectors are occasionally called away from their work and sent to distant parts of their districts on special enquiries and these long journeys add considerably to the average cost. If an Inspector could work systematically throughout his district without any necessity for special journeys the actual cost per case would probably be about half the present rate.

(*d*) *Method or system of inspection.*—Specific complaints received from workers are referred to the Inspector for the district who carries out a detailed investigation into the wages paid to all the workers on the farm. The Inspector enquires into the hours of work and wages paid to each worker and also obtains information from the employer. In a great number of cases the hours of work as given by the employer and worker do not agree and this is the greatest difficulty with which Inspectors have to contend. It is frequently quite impossible for the Inspector to ascertain the true state of affairs but by obtaining information as to the amount of stock kept on the farm and by enquiring into the detailed duties of the workers, the Inspector can frequently judge the approximate weekly hours of work which would be justified, and where the employer and worker are reasonable it is not difficult for the Inspector to obtain agreement on hours which are a compromise between those stated by the employer and worker, respectively.

If employers could be persuaded to keep proper time sheets which were signed by the worker at the end of each week it would not only facilitate the employer's business but would also prevent an unscrupulous worker from making a claim after he has left the service of the employer. In a few counties the National Farmers' Union have encouraged their members to make use of time-sheets but unfortunately this is the exception rather than the rule.

In addition to dealing with specific complaints the Inspectors carry out investigations on farms from which no complaint has been received. The Ministry attaches great importance to this aspect of the work as it is found that many workers are disinclined to complain although they may know that they are paid below the minimum rates. The " test " inspections have brought to light many cases where there has been considerable infringement of the Act.

(*iii*) *Action taken on investigations.*

It is difficult to lay down a general rule as to the action taken on Inspectors' reports but broadly speaking the only cases in which legal proceedings are taken are those in which it appears that either the employer had deliberately defied the law or the underpayment is so heavy that it is quite clear that the employer has taken no steps whatever to find out what wage should be paid. The greatest difficulty in enforcing the Act is to arrive at a true statement of the hours worked by the employees. Considerable latitude has to be given in deciding on the exact state of affairs and where there is considerable dispute the Ministry usually gives the employer an opportunity to pay the arrears due.

II. General results of the Act.

Immediately before the Act of 1924 came into operation the average weekly wage of agricultural workers was approximately 28*s* but the average weekly minimum wage fixed by the Committees by March 1925 was 31*s* and at the present time the average is approximately 31/8*d*. This figure is merely the weighted average of the minimum cash wages of ordinary agricultural labourers in each area and takes no account of overtime payments or additional earnings at special seasons. The fixation of the minimum wage has undoubtedly tended to stabilize wages throughout the country and workers as a general rule can demand at least the minimum wage when taking employment. There are, however, cases where a worker who has difficulty in securing employment, will accept less than the minimum rates rather than remain unemployed. The Ministry's activities in enforcing the Act are, it is believed, gradually having the effect of eliminating illegal agreements of this kind.

E. Economic effects on the industry of State wage regulation.

1. *As affecting employers.*—The effect on employers generally has been an increase in the labour costs, the average minimum wage at the present time being 31/8*d* against an estimated average wage prior to the institution of the present Act of only 28*s*. It is difficult to estimate what are the effective increased labour costs occasioned by the regulation system. The average minimum rates of wages are about 76% above the estimated pre-war agricultural wage, whereas the index figure of farmers' prices is only 34% above pre-war prices and the cost of living is 55%.

2. *As affecting workers.*—Generally speaking the unskilled workers have probably benefited most by the institution of wage-fixing machinery. Although good workers can probably command wages higher than the minimum there is no doubt that large numbers of inferior types of workers employed by farmers would be receiving considerably less than the basic minimum rate of 30*s* if it were not for the existence of the Act. Prior to the passing of the present Act in 1924 wages for unskilled workers had slumped to 25*s* per week and cases were reported where only 20*s* was being paid.

Although the Wages Committees technically have no power to restrict or fix the hours of work, the conditions of employment have been materially improved by the specification under the Wages Orders of a particular number of hours in relation to the weekly minimum wage with overtime payment for any extra time. This, in effect, has meant the institution of a standard working week. Moreover in pursuance of the directions of the Act that the Wages Committees should take steps so far as is reasonably practicable to secure a weekly half holiday, nearly all the Committees have defined employment on one half day in every week as overtime. This means in practice that most workers, except those employed on animals, receive a regular weekly half day's holiday. (The necessary work in connection with the case of animal on the half day has to be paid for as overtime).

There is also a growing movement amongst the Committees to define employment on Bank Holidays as overtime, which is having the effect of making such days holidays on farms (except of course for essential work in the case of animals, such as milking and feeding).

3. *As affecting the industry.*—The depression in agriculture during the whole of the operation of the present Act makes it difficult to estimate the general effect of the minimum wage system on the industry. In times of trouble the first economy which many employers seek is that in wages. In view of the low level to which agricultural wages had fallen immediately prior to the present Act, there seems no reason to doubt that without the Act wages of unskilled workers would now be below the level of efficiency. This would not only have occasioned a further exodus of the best type of workers from agriculture but in particular would destroy all the remaining incentive for village youths to take up farm employment and to provide the future supply of skilled adults.

It is probable that the institution of a standard working week with overtime provisions has provided a strong incentive among many farmers to secure a more efficient organization of their labour.

INTERNATIONAL LABOUR OFFICE.

Letter to the Director, International Labour Office, Geneva, dated the 21st June, 1930.

. . . . . .

Mr. Whitley feels that the experience of the Labour Office in other countries if made available to the Members would be of great assistance in considering the possibility of applying modern principles of social legislation to the conditions of India, and he desires accordingly to seek the aid of the Labour Office first on certain general questions and secondly in regard to particular problems in connection with the Japanese Health Insurance Act of 1922.

I am therefore to put the following general questions :—

(1) Having regard to the adoption by the Conference of Conventions and Recommendations regarding Health Insurance, Unemployment Insurance, the creation of Minimum Wage Machinery and the establishment of Employment Agencies, the Commission assume that a study has been made by the Labour Office of the problems presented by the adoption of measures giving effect to the intentions of the Conference in India or in other countries where the conditions are comparable. They ask for the advice and assistance of the Office in this connection the value of which would be greatly enhanced by any concrete suggestions that may be made.

(2) The Commission would be grateful if the International Labour Office could put forward or suggest any person

(*a*) to provide a written memorandum,

(*b*) to answer oral questions either by way of recorded evidence or informally in London prior to 15th August or in Delhi about December next, as to conditions in Industrial institutions in any country more or less comparable with India especially as regards social insurance and welfare.

(3) In particular the Commission would be glad to receive from the International Labour Office any views they are able to offer as to the feasibility of applying to industrial concerns or industrial areas in India provisions modelled on the Japanese Health Insurance Act of 1922, and to receive a Memorandum on the working of the German system of Works Councils especially in those industries where Trade Union organisation is more or less ineffective.

I am forwarding also under separate cover certain specific questions in regard to the Japanese Health Insurance System on which it is thought that the International Labour Office will be able to help the Commission.

. . . . . .

Letter to the Director, International Labour Office, Geneva, dated the 21st June 1930.

. . . . . .

I am directed by the Chairman to forward a list of questions regarding the Japanese Health Insurance Act of 1922, on which the Commission would be grateful for any assistance the International Labour Office is prepared to give.

In regard to Health Insurance in Japan.

(1) The Commission would be glad to have any available documentary evidence as to the administration and working of the Act of 1922, and of experience gained therein.

(2) The Commission would be glad to have evidence, if not available under (1) above, from a qualified person with experience of the working of the Act especially in regard to the manner in which its distinguishing features have worked in practice.

(3) The Commission would be glad of information on the following special points all or many of which might be regarded as expansions of (2) above:

(*a*) The statistical and other data available as a basis for the preparation of the scheme.

(*b*) The amount and nature of special investigation undertaken with a view to the inauguration of the scheme.

(*c*) The extent to which the scheme incorporated or adapted existing institutions, habits or machinery (*e.g.*, the relation between the " Insurance Societies " and the "Mutual Benefit Societies ").

(*d*) The nature of the " difficulties, budgetary and other " which delayed the enforcement of the Act for four years.

(*e*) The attitude of employers to the Act at and before its inception and the degree of assistance given by them.

(*f*) The attitude of employers to the Act at and before its inception, the strength of the demand for it and assistance given by the workers.

Scope

(*g*) The utilization of the provisions for permissive extension of the Act.

(*h*) The demand for and possibility of its tension and its probable direction.

Finance

(*i*) The solvency of the Insurance Societies.

(*k*) Degree of state supervision.

(*l*) Cost of administration.

(*m*) Methods of remunerating medical officers and cost.

(*n*) Provision for security of reserves.

(*o*) Method of payment of contributions.

Benefits

(1) In kind

(*p*) Extent to which pre-existing medical facilities sufficed for administration of Act, to what extent did the Act merely involve gratuitous provision of attendance formerly obtained on payment ?

(*q*) How does the use of medical facilities by persons under the Act compare with that by persons not insured ?

(*r*) What provision is made for benefit in kind to

(*i*) workers on leave

(*ii*) insured persons at a distance from their Society.

(*s*) To what extent is benefit *in kind* provided in practice by Insurance Societies as part of maternity benefit ?

(2) In cash

(*t*) What arrangements are made for disbursement ?

Institutions

(*u*) It would be most useful to have some description of the working of a typical Insurance Society, and of a State Office.

(*v*) How do benefits given by Societies compare with those given by the State Offices ?

(*w*) To what extent and for what purposes do the Societies of over 500 members combine or work together and if they do what is the machinery ?

(*x*) What functions does the State discharge in regard to Societies ?

(*y*) What provision is made for the transfer of members between Societies ?

(*z*) What provision is made for the settlement of disputes ? Is resort to the Courts by individual contributors necessary or frequent ?

MEMORANDA OF THE INTERNATIONAL LABOUR OFFICE, GENEVA.

I.—Draft International Convention on Minimum Wage Fixing Machinery in Relation to Conditions in India.

The Draft International Convention on Minimum Wage-Fixing Machinery was adopted by the International Labour Conference during its Eleventh Session, 1928, for the purpose of offering the possibility of protection to workers in manufacturing trades and commerce, whose wages are exceptionally low and for whom no arrangements exist for the effective regulation of wages by collective agreement or otherwise. The undertaking of each Member of the International Labour Organisation which ratifies the Convention is to create or maintain machinery whereby minimum rates of wages can be fixed for such workers.

The scope of the Convention is thus defined by the two criteria of exceptionally low wages and absence of arrangements for the effective regulation of wages. The Government of India, while preserving a neutral attitude to the Draft Convention during its discussion by the International Labour Conference, and expressing the need for further consideration specially in consultation with their Provincial Governments, regarded the two criteria as " generally suitable, it being understood that both criteria have to be satisfied and not one only ". This opinion is given in the reply of the Government of India to the Questionnaire drawn up by the International Labour Conference during its Tenth Session, 1927.*

In Western countries the two criteria are found particularly in home working trades, of which special mention is made in Article I of the Draft Convention, and also in branches of small industries operated in factories. In most of the important industries, however, wages are regulated effectively by collective agreement and the Convention would not be applicable. In Eastern countries, on the other hand, owing to the relatively smaller development of organizations and of collective bargaining, the field for the potential application of the Convention would presumably be wider. This, however, subject to the discretionary power discussed below which the Convention accords to Governments, seems to be an argument in support of, rather than a reason for refraining from, ratification of the Convention by such countries.

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*See the Blue Report on Minimum Wage-Fixing Machinery submitted to the International Labour Conference at its Eleventh Session, May 1928, page 16.

In view of the large number of trades to which the Convention might be applicable in India and other Eastern countries, it is argued by the Government of India that " it would be impossible, in most cases, for Governments or the Authorities which they set up, to deal immediately with every trade satisfying the two criteria ".....Again, they refer to " trades for which although they may satisfy the criteria, minimum wages cannot advantageously be fixed..... There will also be cases in which the general enforcement of a suitable minimum will not be a practical proposition ". They therefore consider it essential that " Governments of ratifying States should have full discretion to determine to which trades (out of those satisfying the criteria) minimum wages should be applied. In other words, the obligation of Governments should be limited to the establishment of minimum wage-fixing machinery and the question whether or not the machinery shall be applied to any particular trade satisfying the criteria must be left to the Government concerned.....*

This discretion, considered essential by the Government of India, is accorded by Article 2 of the Convention. Governments which ratify the Convention, having established minimum wage-fixing machinery, have full freedom to decide to which trades or parts of trades the machinery shall be applied. A Government might, for example, decide to apply the machinery in the first instance to one or two trades only, and gradually extend application to other trades. This course has, in fact, been followed by Great Britain and other countries which have passed legislation introducing minimum wage-fixing machinery. The discretion accorded would also offer a solution to the difficulties which might arise in India in the immediate application of the machinery to home workers or to industries passing through a temporary period of depression.

States Members which ratify the Convention have full discretion on several other important points. Thus the Convention refrains from imposing any method of determining if there are or are not arrangements for the effective regulation of wages or of defining the expression " exceptionally low wages ". Governments which ratify the Convention are therefore free to adopt their own definitions for these criteria according to the conditions within each country. Article 3 of the Convention provides that " each Member which ratifies the Convention shall be free to decide the nature and form of the minimum wage-fixing machinery, and the methods to be followed in its operation ". No attempt is made to define the basis, whether the standard of living or otherwise, to be adopted when fixing minimum wages. The Convention on these various points also conforms with the views expressed by the Government of India in its reply to the Questionnaire, and leaves complete freedom to Members which ratify to introduce a system of minimum wage-fixing machinery appropriate to their own administrative and economic conditions. It would appear, therefore, that the Convention is sufficiently elastic to meet the special circumstances not only of Western States but also of India and other Eastern communities.

It may be of interest to add that the Convention was formerly ratified by the Chinese Government on 28th February 1930, and that in accordance with Article 351 of the Treaty of St. Germain, this ratification was registered on 5th May 1930 by the Secretariat of the League of Nations.

* Blue Report, page 15, reply of the Government of India.

II.—Works Councils.

A.—Legislation on Works Councils.

Works Councils in Germany are regulated by the Act and the Order of 4th February 1920. The Act has been amended and completed by the following: Act of 5th February 1921, Act of 15th February 1923 and Act of 28th February 1928. (English translation of the first three Acts will be found in the Legislative Series of the International Labour Office.) (See appendix).

B.—Summary of the Chief Provisions relating to the Powers and Functions of Works Councils.

The chief powers and functions of works councils are defined in sections 66, 70, 71, 72, 78 and 84. Speaking generally, they can be divided into two groups:—

(1) Functions for the protection of the workers' interests.
(2) Economic functions.

As regards group (1), mention may be made of the following:—

(*a*) to keeep the undertaking free from disturbances, in particular disputes; and in the case of disputes betweeen the employer and the works council or the employees, to appeal to the Conciliation Board or to any other conciliation or arbitration authority;

(*b*) to supervise the execution of awards in respect of matters affecting the undertaking as a whole, issued by the Conciliation Board or by any other conciliation or arbitration authority selected by the parties concerned;

(*c*) to come to an agreement with the employer, subject to the terms of existing collective agreements, as regards works regulations applicable to all employees;

(*d*) to promote a good understanding among the employees themselves and between them and the employer, and to safeguard the employees' rights of association;

(*e*) to receive complaints from the councils of wage-earning and salaried employees and to endeavour to secure a settlement by negotiation with the employer;

(*f*) to support measures for the prevention of accidents or illness; to assist factory inspectors and all other competent officials by means of suggestions, advice and information; and to co-operate in the carrying out of regulations and other measures for the prevention of accidents;

(*g*) to lend their good offices in cases of dismissal of employees (Section 84).

As regards group (2):—

(*a*) in undertakings which serve economic purposes, to assist the management by advice and thus to co-operate in the achievement of the highest possible standard and of the maximum degree of economy in production;

(*b*) in undertakings which serve economic purposes, to co-operate in the introduction of new methods of work;

(*c*) powers of supervision as follows :

(*i*) the right to require the employer to afford to the works committee, or where none exists, to the works council, access to all transactions affecting the contract of employment or the activities of the employees, and to the pay books and any documents relating to the carrying out of existing collective agreements, in so far as manufacturing or trade secrets are not endangered. The employer is obliged to make a quarterly report on the position and progress of the undertaking and of the industry generally, and, in particular, on the output of the works and on anticipated requirements in respect of labour.

(*ii*) In undertakings in which the owner is bound to keep accounts and there are normally not less than 300 employees or 50 salaried employees, the right of requiring that every year a balance-sheet and a profit and loss account for the past business year shall be presented to the works council with explanations, not later than six months after the accounts have been closed.

(*iii*) In undertakings where a control board (*Aufsichterat*) exists, the right of appointing one or two members as delegates to the board. These delegates represent the interests and claims of the workers and put forward their opinions and desires in respect of the organisation of the undertaking. They are entitled to attend and to vote at all meetings of the board.

C.—Works Councils in Practice.

When the Works Councils Act came into force relations were somewhat strained between the councils and the trade unions. The councils often looked upon themselves as the representatives of the revolutionary workers and were hostile to the policy of the trade unions, which were endeavouring to maintain order. This hostility has almost entirely disappeared. The unions have been able to draw the councils within their sphere of influence so that the latter, at bottom, are no more than "the arm of the unions reaching into the factory."

The tenth anniversary of the entry into force of the Act furnished an occasion for the press of the parties concerned to glance back and to publish surveys of the activities and achievements of the works councils. Some of these articles are quoted in an appendix. But the factory inspectors' reports are the main source of impartial information on the activities of works councils.

In the light of the publications just mentioned the achievements may be summarised as follows :

In general, the activities of the works councils in the economic sphere (*see* B) have been very slight, and the inspectors report that in the future also it will probably be very difficult for them to take effective action. Schemes for the business development of undertakings almost always originate with the employer, and it is only in carrying them out that the assistance and goodwill of the works council are called into play.

The utility of works councils in the social sphere, however, is more generally recognised, although even here employers and workers do not see eye to eye. Nevertheless, it seems that a substantial proportion of employers have realised the utility of close collaboration with the workers through the medium of the works council.

In this connection, the following admission by an employer may be quoted: "The introduction of the Works Councils Act has brought us this advantage—employers and workers are obliged to get into touch and to try to understand each other."

Hence, the problem of works councils is not solely a legal problem; it is also, and essentially, an educational problem, and further, a matter of selecting personalities.

According to the factory inspectors' reports, works councils exercise a remarkable influence in the field of accident prevention and industrial hygiene, and in connection with labour disputes. Several reports state that works councils have put forward useful suggestions for improving precautions against accidents and for setting up welfare institutions.

With regard to the question of particular interest to the Royal Commission on Labour, namely, the working of the system of works councils in those industries where trade union organization is more or less ineffective, it may be said that in practice there is a very close connection betweeen the trade unions on the one hand and the existence and activities of the works councils on the other; although, legally, their respective activities are quite separate. From the factory inspectors' reports and statistics compiled from the year books of the organisations affiliated to the *Allgemeiner Deutscher Gewarkschaftsbund*) (Federation of the "Free" Socialist Unions) one is tempted to conclude that where the workers are not organized works councils either do not exist or are unable to exercise any appreciable influence.

Whereas in almost all undertakings employing 50 or 100 workers or more works councils have been set up and work smoothly, in many small and medium undertakings employing from 20 to 50 workers they are entirely lacking.

Sometimes, the workers themselves are opposed to the election of a works council in such undertakings because they hold that a works council would be apt to disturb the relations between employers and workers. But it is precisely in these small undertakings that, very often, the workers are not organized.

In support of this statement of the factory inspectors the following views of a number of trade unions are quoted:

The *Metallarbeiterverband* (Metal Workers' Union): "In the light of our experience it is the lack of a good orgnanization that is largely responsible for the non-existence of works councils."

The Bookbinders' Year Book writes: "It is becoming apparent that in the undertakings where the workers are badly or not at all organised works councils are either not elected or are incapable of doing anything".

The experience summarized above thus enables the conclusion to be drawn that, as a rule, it is only in the industries in which the workers are well-organized that works councils have been able to do effective work. But at the same time it should be added that ten years' experience is very little on which to base a final opinion on the Works Councils Act.

APPENDIX TO MEMORANDUM ON WORKS COUNCILS.

List of Laws and Orders.

Law and Order of 4th February 1920 on Works Councils.
Legislative Series, 1920, Ger. 1 and 2.
Order of 24th February 1920, Legislative Series, 1920, Ger. 11.
Act of 5th February 1921, Legislative Series, 1921, Ger. 3.
Act of 15th February 1923, Legislative Series, 1923, Ger. 1.
Act of 28th February 1928, Legislative Series, 1928, Ger. 1.

Short Bibliography on Works Councils in Germany.

A.—*Publications of the Office.*—

Works Councils in Germany, Studies and Reports, Series B. No. 6, 1921.

Works Councils in Germany, by M. Berthelot, Studies and Reports, Series B., No. 13, 1923.

The German Works Councils Act and its Significance, by E. Bernstein, I. L. R., Volume I, No. 2, February 1921.

The Legal Nature and Economic Significance of the German Works Councils, by H. Dersch, I. L. R., Volume XI, No. 2, February 1925.

Industrial Inspection in Germany in 1923 and 1924 (Works Councils). I. L. R., Volume XIII, No. 4, April 1926.

B.—*Miscellaneous Publications.*—

The Works Councils, by Guillebeud, Cambridge University Press, 1928.

Mansfeld. Betriebsrätegesetz. Essen, 1926.

George Flatow. Kommentar zum Betriebsrätegesetz. 12 Auflage, Berlin, 1927.

C.—*Articles published on the occasion of the 10th anniversary of the Works Councils Act and summaries of factory inspectors' reports.*—

Soziale Praxis, 1929, p. 889, Aus den Beriqhten der Gewerbeaufsichtsbeamten für das jahr 1928.

Gewerkschaftszeitung. Februar 1930, No. 8. S. 120.
Zehn Jahre Betriebsrätegesetz, C. Nörpel.

Gewerkschaftsarchiv. Band 12, Heft 5, Mai 1930, S. 312.
Stand der Betriebsrätebewegung, von L. Popp., Leipzig.

Soziale Praxis, 1930, p. 231. Zehn Jahre.
Betriebsrätegesetz, von Dr. J. Winschuh, Berlin.

Reichsarbeitsblatt, 1929, Nr. 26, S. 239. Die.
Betriebsräte im Jahre 1928. von Dr. Baje, Berlin.

III.—Compulsory Health Insurance in Japan.

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INTRODUCTION.

Preparatory Conditions and Measures.

For the establishment of compulsory health insurance in Japan a considerable effort of organization was needed, but the foundations upon which the structure was to be reared were already prepared. The working population, almost wholly literate, had accepeted Western medicine, and had some acquaintance with the working and practical value of insurance. The medical profession, 40,000 strong, was amply numerous enough to supply the medical needs of the classes to be insured, and its uniform national organization offered a means ready to hand for the administration of medical benefit. Beginning in 1907, the mutual aid movement counted by 1926 half-a-million members in public and private undertakings, while the post office life insurance, instituted in 1916, and continually extending its business, had, in 1928, over eleven million policies, of an average value of 126 yen in force among the working class. Employers, too, had had experience of legislative regulation and inspection, in order to secure proper conditions of work and, in particular, for ten years they had been paying compensation for industrial accidents and diseases.

The first draft of the Health Insurance Act was produced in 1921 by the newly-created Labour section of the Department of Agriculture and Commerce. It was examined by a specially appointed committee of civil servants and professors, from whose hands it emerged in the form in which it was passed by the Diet. Between its enactment in 1922 and its enforcement there ensued a delay of four years imposed by the consequences of the great earthquake of 1923. It was not until July 1926 that the administrative measures preliminary to the application of the Act began to be taken. Then insurance offices were set up by the Government in every prefecture, their first duties being to collect from every factory and mine details of the workers who were to be insured, and to distribute information about the scheme to all concerned. Meanwhile, the larger undertaking were establishing, on a uniform plan, the societies which were to administer health insurance for their respective staffs. Six months later, on 1st January 1927, the administrative machinery was ready, and the collection of contributions and the granting of benefits began.

Principal Features of the Act.

Scope.—The sphere of application of the Act is limited to workers employed in undertakings in which the conditions of work were already subject to legal regulation, enforced by a system of inspection. These undertakings comprise,

firstly all factories (except those where the risk involved by the processes is inappreciable) which employ ten persons or more, and secondly, with negligible exceptions, all mines and oil wells.

Every manual worker in these undertakings, and also every salaried employee whose remuneration does not exceed 1,200 yen per annum, is liable to compulsory insurance.

Benefits.—Insured persons are entitled to benefits in case of sickness of injury, however caused, and insured women are provided with special benefits in connection with their confinement.

The rates and content of the benefits are fixed by the Act: insurance institutions cannot reduce, increase or modify them.

For sickness or injury, the benfits consist of an allowance equal to 60 per cent. of wages, and every necessary kind of medical treatment; these benefits are provided for a maximum period of six months in the year.

The method adopted for the organization of medical benefit is one of the most remarkable features of the scheme. The Government, which administers the insurance of more than half the insured population, has concluded an agreement with the medical profession whereby the latter accepts collective responsibility for the organization and provision of medical treatment for the insured persons concerned, in return for the payment of an annual capitation fee. This arrangement was rendered possible by the fact that the profession constitutes a public corporation, having legal powers to make rules for the professional conduct of its members, and to enforce obedience. For persons whose insurance is not administered by the Government, other arrangements are made for medical treatment.

Insured women are entitled to an allowance of 60 per cent. of wages for four weeks before, and six weeks after confinement, and also to a lump sum to pay for attendance by a midwife, or, alternatively, to the attendance itself.

The Act is deficient in its policy towards the family; there is no medical benefits for dependants, and no maternity benefit for the non-wage-earning wives of insured men. A small funeral benefit is granted to dependants on the death of an insured person.

Liaison with workmen's compensation.—For ten years prior to the application of the Health Insurance Act, workers, in factories and mines had been entitled to compensation from their employers in case of industrial accident and disease. The compensation took the form of medical treatment and an allowance during temporary incapacity, and of a lump sum in case of permanent incapacity and death. The law did not require the employer to insure his risk.

The Health Insurance Act linked up health insurance with workmen's compensation; indeed to a certain extent it amalgamated them. Health insurance institutions took over from the employer his liability for compensation during temporary incapacity, and provided sickness and medical benefits instead. The employer's charges on account of the industrial risk, however, have probably been lightened but little if at all. In the first place, he pays at half the joint contribution for health insurance, and, where the undertaking is dangerous, his share may be considerably greater. Secondly, he remains liable to pay compensation where the industrial accident or disease causes permanent incapacity or death, and, simultaneously with the application of the Act, the rates of compensation in these cases were greatly increased.

Financial resources.—Three parties share the cost of health insurance benefits and administration ; the State, which bears one-tenth of the cost, and employers and insured persons, who pay a joint contribution sufficient to cover the remaining expenditure.

The contribution is, in principle, shared equally by the insured person and employer. But this rule is subject to two important exceptions. The share to be paid by the insured person cannot exceed 3 per cent. of his wages and consequently, where the cost to be met represents more than 6 per cent. of wages, the employer must pay the excess. Again, where the competent Minister considers that an undertaking involves a heavy risk, he may raise the employer's share up to two-thirds, even where the insured person's share does not amount to 3 per cent. of his wage. It will be seen, therefore, that there is a partial adjustment of the charge between the employer and the insured according to the degree of risk.

Insurance institutions.—In planning their administrative machinery, the framers of the Act had to take account of the fact that over half-a-million workers were already organized in mutual benefit societies which could be adapted for the administration of health insurance, but that the majority of the persons to be insured possessed no such institutions and could not be expected to create them immediately. In these circumstances it was decided to provide for the administration of the scheme by two types of institutions, autonomous for the one group and State-administered for the other group of insured persons.

The mutual benefit societies were established in almost all State undertakings (arsenals, tobacco factories, railway shops, State steel works) and in many large private undertakings. The societies were therefore of the kind known as works funds, and were found only in connection with undertakings of considerable size. The policy of the Act proceeds from the assumption that all undertakings employing more than a certain number of workers are capable of setting up works funds, if they have not done so already. The Act, indeed, obliges every undertaking employing 500 workers and upwards to set up such a fund ; for undertakings employing 300 workers and upwards the establishment of a fund is voluntary ; and, finally, small undertakings employing 300 workers in the aggregate may combine to form a single fund. Thus provision is made for the gradual expansion of a nucleus of compulsorily constituted funds in large undertakings by the voluntary formation of funds in a widening circle of smaller undertakings.

Somewhat surprisingly, the only mutual benefit societies which are expresely recognized by the Act are those belonging to State undertakings : these societies subject to certain conditions, may administer health insurance without change of constitution. All other existing mutual benefit societies desiring to take part in the scheme must adopt a constitution conforming in every particular with the rules laid down in the Act and regulations, and identical with that to be adopted by any new funds which are set up for the sole purpose of adminsitering the Act.

The mutual benefit societies, or works funds, which conform with the requirements of the Act are called " health insurance societies ". The insured workers in any undertaking for which a society has been established are compulsorily affiliated to it. They, together, with the employer, are entirely responsible for the working of the society, under the supervision of the central

department and within the limits prescribed by the Act. They draw up their own budgets, fix the rate of contributions, collect contributions, organize their medical service, and pay benefits.

The insurance of persons who are not employed in undertakings where a health insurance society is established is administered by the State civil service. In every prefecture is a health insurance office, attached to the prefectural authority, but supervised by the central department. These offices perform the same functions as health insurance societies, but neither employers nor insured persons have any share in their management.

The offices have shown themselves much more expensive to administer than the societies. The result, however, was only to be expected, since the membership of an office is scattered in many small undertakings throughout the prefecture, and the cost of collecting contributions and verifying claims for benefits is relatively large. In the societies, on the contrary, the cost is relatively small, on account of the concentration of membership, and also because much of the administrative work must often be performed by the staff of the undertaking and therefore at the employer's expense.

One might have expected that even in the first three years' operation of the Act the number of health insurance societies would have grown rapidly, and that the proportion of insured persons affiliated to the offices would have decreased. In fact, the number of societies has increased but slightly, while the offices have maintained their share of the insured population. An explanation of this situation may be afforded by the economic depression, which is perhaps felt more severely by the larger undertakings.

The analysis of the Act is divided into five parts, dealing with its scope, financial resources, benefits, institutions and provisions for the settlement of disputes. Two appendices describe respectively the various measures and proposals for the extension of social insurance and social assistance which have appeared since the Act was passed, and the reception of the scheme by employers and workers. Finally, in case it should be desired to examine in greater detail any aspect of the law, the translations of the Act and regulations are also attached.

LIST OF ACTS, ORDERS AND REGULATIONS.

Act No. 70 relating to health insurance. 22 April 1922—L.S. 1922, Jap. 3.

Act No. 34 to amend the Health Insurance Act. 27 March 1926—L.S. 1926, Jap. 4.

Act No. 26 to establish a special account for health insurance. 27 March 1926—L.S. 1926, Jap. 4.

Act No. 20 to amend the Health Insurance Act. 27 March 1929.

Factory Act No. 46 of 28 March 1911 as amended by Act No. 33 of 29 March 1923—L.S. 1923, Jap. 1.

Mining Act No. 45 of 8 March 1905 as amended by Act No. 22 of 22 July 1924.

Orders.

Imperial Ordinance No. 243 respecting the enforcement of the Health Insurance Act. 30 June 1926—L.S. 1926, Jap. 4.

Order in pursuance of the Factory Act. 2 August 1916—Bulletin of the International Labour Office, Basle, Vol. XII, 1917, p. 27.

Imperial Ordinance No. 152 respecting the date of bringing into operation of the Industrial Workers' Minimum Wage Act and the Factory Act Amendment Act. 5 June 1926—L.S. 1926, Jap. 1.

Imperial Ordinance No. 153 to amend the Ordinance in pursuance of the Factory Act. 5 June 1926—L.S. 1926, Jap. 1.

Regulations.

Ordinance No. 36 of the Department of the Interior. Regulations for the enforcement of the Health Insurance Act. 1 July 1926—L.S. 1926, Jap. 4.

Ordinance No. 19 of the Ministry for Agriculture and Trade. Regulations in pursuance of the Factory Act, 3 August 1916.

Ordinance No. 21 of the Ministry for Agriculture and Trade. Regulations for the labour and relief of miners. 3 August 1916.

Ordinance No. 13 of the Department of the Interior amending the Regulations in pursuance of the Factory Act. 7 June 1926—L.S. 1926, Jap. 1.

Ordinance No. 17 of the Department of the Interior amending the Regulations for the labour and relief of miners. 24 June 1926.

FIRST PART.

Scope.

I. *The general formula defining the scope.*—All persons employed in a factory to which the Factory Act [1] applies or in a mine to which the Mining Act [2] applies are, with certain exceptions, subject to compulsory insurance [Health Insurance Act [3] section 13].

The undertakings to which the Factory and Mining Acts apply respectively are listed below.

A. FACTORIES.

The factories to which the Factory Act applies are :—

(1) Factories where ten or more persons are regularly employed ;

(2) Factories where work is of a dangerous nature or injurious to health.

(Factory Act, section 1.)

The industries contemplated under (2) have been enumerated as follows :—

(*i*) poisonous substances or medicines ;
(*ii*) texidermy ;
(*iii*) measuring instruments using mercury ;
(*iv*) thermos bottles using mercury pumps ;
(*v*) files using lead ;
(*vi*) enamelled iron wares or of chemical compounds for enamelling ;
(*vii*) paints, pigments for toilet use or painting, or printing ink ;
(*viii*) employing sulphurous anhydride, chlorine gas or hydrogen gas ;
(*ix*) refining sulphur ;
(*x*) treating metal with heat by employing Potassium cyanide or nitrate ;
(*xi*) factis ;
(*xii*) refining of fatty oil ;

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[1] Factory Act No. 46 of 28th March 1911 as amended by Act No. 33 of 29th March 1923.

[2] Mining Act No. 45 of 8th March 1905 as amended by Act No. 22 of 22nd July 1924.

[3] Hereinafter referred to as H. I. A.

(*xiii*) boiled oil;
(*xiv*) imitation leather, or water-proof paper or cloth that requires a drying oil or a solvent;
(*xv*) rubber goods that require a solvent;
(*xvi*) vulcanizing rubber goods using a solvent or rubber cement;
(*xvii*) extracting resine or oils using a solvent;
(*xviii*) hair-oil using a solvent;
(*xix*) colour printing on mats using a solvent;
(*xx*) imitation pearl using a solvent;
(*xxi*) dry-cleaning using a solvent (excepting cleaning by merely 'sponging');
(*xxii*) adhesive plasters using a solvent;
(*xxiii*) tannic acid;
(*xxiv*) compound dye stuffs or of their intermedium;
(*xxv*) celluloid, or its worked materials by heating or using a sawing machine;
(*xxvi*) nitrified cotton;
(*xxvii*) Articles made of twisted paper string using collodium;
(*xxviii*) ether;
(*xxix*) alcohol or its denaturalization;
(*xxx*) viscose;
(*xxxi*) distilling or refining of turpentine;
(*xxxii*) distilling, refining or canning of mineral oils;
(*xxxiii*) refining of asphalt;
(*xxxiv*) felt or paper used for building materials containing bituminous substance;
(*xxxv*) matches;
(*xxxvi*) gunpowder, explosives, fuses, cartridges or fireworks (mere handling of them is also covered);
(*xxxvii*) smelting, melting or refining of metals;
(*xxxviii*) welding or cutting off metal using electricity or gas;
(*xxxix*) compressed or liquid gases;
(*xl*) ice using compressed or liquid gases;
(*xli*) lumber-making by use of motive power;
(*xlii*) electricity (power house, transforming station, charge station and switch station);
(*xliii*) electric bulbs;
(*xliv*) glass (its etching, sand blasting or powdering is also covered);
(*xlv*) dry-grinding of metals, bones, horns or shells;
(*xlvi*) metal leaf or powder using motive power;
(*xlvii*) crushing ores, earth and sand, shell or bone by use of motive power;
(*xlviii*) carbon used for electricity;
(*xlix*) coal-gas and cokes;
(*l*) carbide;
(*li*) lime;
(*lii*) felt or "fukitsuke" woollen cloth (imitation woollen cloth using pulverised woollen fibre);
(*liii*) raising or trimming (of woven or knitted goods);
(*liv*) cotton;

(*lv*) hackling hemp ;
(*lvi*) assorting old cotton, cotton scraps, old hemp, waste paper, waste cotton thread, waste wool and rags ;
(*lvii*) animal or blood charcoal ;
(*lviii*) refining fur, tanning, or manufacture of glue ;
(*lix*) refining hair or feathers ;
(*lx*) other works prescribed by the Minister of the Interior.
(Ordinance for the enforcement of the Factory Act, as amended, para. 3.)

B. *Mines.*—The Mining Act applies to mines for the extraction of the following minerals :—

Antimony	Iron	Sulphate
Arsenic	Lead	Sulphur
Coal	Mercury	Tin
Copper	Phosphate	Zinc
Gold	Silver	

and to petroleum wells. (Mining Act, Section 2.)

II.—Exceptions from the scope defined by the general formula.

A. *Persons exempted.*—Certain persons employed in undertakings to which the Factory Act applies are excluded from the scope of compulsory insurance, namely :—

persons temporarily employed ;
administrative employees whose annual remuneration exceeds 1,200 yen.

(H. I. A. Section 13.)

A person is deemed to be temporarily employed—
(1) when employed for a fixed period of less than sixty days ;
(2) when employed either for an indefinite period or on probation up to 30 days ;
(3) when employed by the day up to 30 days ;
(4) when employed on other terms prescribed by the Minister of the Interior.
(Imperial Ordinance respecting the enforcement of the Health Insurance Act*, para. 9.)

It is provided, however, that if a person covered by (1) continues to be employed beyond the fixed period, or a person covered by (2) or (3) continues to be employed for more than 30 days, he is not deemed to be temporarily employed.

B. *Undertakings excepted.*—Factories to which it seems unnecessary for the Factory Act to apply may be exempted by Imperial Ordinance (Factory Act, Section 1). Accordingly factories which are engaged exclusively in work of the following kinds are exempted from the application of the Factory Act and consequently from the application of the Health Insurance Act :—

The making of—
(*i*) Gelatine, "kori-konnyaku" (a food stuff made from the root of conophollus konjac), frozen "tofu" (a kind of congealed bean jelly), "yuba" (a kind of bean curd), vermicelli or "fu" (a substance made from flour and water) ;

*Hereinafter referred to as H. I. O.

(*ii*) basket trunks, hanging bamboo screens, bamboo baskets, ribs of Japanese umbrellas, or other articles made of wicker, rattan, bamboo-sheath, wood-shavings, vines, stalks or straw ;
(*iii*) plaited straw and wood ;
(*iv*) hats from " atan " (formosa grass), panama leaf or other substances of similar nature ;
(*v*) folding fans, flat fans, Japanese umbrellas and Japanese lanterns ;
(*vi*) toys or artificial flowers made chiefly of paper, thread, cotton wool, bamboo or woven materials ;
(*vii*) patterned paper, paper boxes, " motoyui " (paper twine used for women's hairdressing) or " mizuhiki " (paper twine used for tying little parcels) ;
(*viii*) clothes, " tabi " (Japanese socks and other hand-made wearing apparel) ;
(*ix*) hand-made silk and cotton cord ;
(*x*) batten lace or drawn-thread work.

(Ordinance for the enforcement of the Factory Act as amended, para. 1.)

These factories are, however, only exempt provided that they do not employ as prime movers, steam engines, steam turbines, gas engines, oil engines, water turbines, palton wheels and electric motors (Ordinance for the enforcement of the Factory Act as amended, para. 1, and Regulations in pursuance of the Factory Act as amended, para. 1).

It is to be observed that these factories are exempt although they employ ten or more persons.

III. Application at the option of the employer of compulsory insurance to persons employed in certain undertakings.

An employer in any excepted undertaking which belongs to one of the groups enumerated below may, after having obtained the sanction of the competent Minister, cause all those persons employed in his undertaking to be insured who would have been insured if the undertaking had been insurable. Before the sanction is given, the consent of a majority of the persons to be insured must be obtained in favour of the proposal. (H. I. A., Sections 14 and 15.)

The following are the undertakings concerned : —

(1) undertakings for the mining or collecting of minerals ;
(2) undertakings for the manufacturing, working up, sorting, packing, repairing, or breaking up of articles ;
(3) undertakings for the generation, transformation or transmission of electricity or motive power ;
(4) undertakings for building construction or the erection, preservation, repair or demolition of the structures designated by the competent Minister ;
(5) undertakings to which the Local Railway Act or the Tramway Act applies ;
(6) undertakings for the transportation of goods and passengers by land, other than those mentioned in the preceding item, as designated by the competent Minister ;
(7) undertakings for the loading and unloading of goods ;

(8) undertakings other than those mentioned in the preceding item, as designated by Imperial Ordinance.

(H. I. A. Section 14.)

An employer who has caused his workpeople to be insured may also cause them to cease to be insured, provided that he obtains the sanction of the Minister of the Interior. Before the sanction is given, a majority of at least three quarters of the insured persons must be obtained in favour of the proposal. (H. I. A., Section 19.)

IV.—The formality of becoming an insured person.

A person employed in an insurable undertaking is deemed to be insurable from the day on which he is employed in the undertaking or ceases to be excluded as being in temporary employment or in administrative employment at an annual remuneration exceeding 1,200 yen. (H. I. A., Section 17.)

From the workman's standpoint the question of interest is: has he the rights of an insured person *ipso facto* on becoming insurable, or is the acquisition of such rights dependent upon the fulfilment of some formality by himself of the employer ?

The answer does not appear very clearly from the legal texts available. The employer is responsible for notifying the competent authority (the insurance institution) within five days after the person becomes insurable [Regulations for the enforcement of the Health Insurance Act*, para. 10]. Failure to notify is punishable by a fine, but no provision is made to enable the insured person to recover any benefits which he may have lost by the employer's default. The insurance institution is entitled to require the employer to produce his books, and, if necessary, the local health insurance officer may send an official to inspect the undertaking (H. I. A., Sections 8 and 9).

The evidence of title to benefit is afforded by the possession of an insurance card issued by the insurance institution with which the bearer is insured. The issue of this card is ordinarily consequent upon notification by the employer. Nevertheless, a person who considered that he was subject to insurance but who had received no card could always address himself to the health insurance office, and raise the question ; in case the employer disputed the case, the person could take action through the health insurance enquiry commission.

V.—Voluntary Insurance for persons formerly compulsorily insured.

A person who ceases to be subject to compulsory insurance (cessation of insurable employment) but who has been insured for at least 180 days within the year preceding the date on which he ceased to be insured, or who has been insured for at least 60 consecutive days up to the date just mentioned, is entitled to continue in insurance if he applies to be allowed to do so within 10 days after ceasing to be insurable (H. I. A., Section 20 and H. I. O., para. 10).

VI.—Gaps in the scope of compulsory insurance.

The only employed persons excepted from compulsory insurance on the ground of the conditions of their employment are :—

persons temporarily employed ;

administrative employees whose annual remuneration exceeds 1,200 yen.

* Hereinafter referred to as H. I. R.

Several large classes of employed persons are excluded from the scope of health insurance because they are engaged in occupations to which the Act does not apply, namely :—

agriculture ;
commerce ;
transport by land and sea ;
public administration ;
factories not designated as dangerous and occupying less than 10 workers ;
factories in certain industries designated as exempt unless using mechanical prime movers.

STATISTICS OF SCOPE.

I.—Statistics of population.

A. General Population.

The total population of Japan proper was—

at first Census, October 1920	55,963,053
at 2nd Census, October 1925	59,736 822
Estimate, October 1926	60,521,600
Estimate, October 1927	61,316,600
Estimate, October 1928	62,122,200

(Estimates made by Statistical Bureau of the Japanese Cabinet.)

B. Distribution of Population by occupation.

Pending the completion of the publication of the results of the 1925 Census, the latest figures relating to the occupied population, are those of the 1920 Census.

Distribution of the occupied population 1920.

Occupations.	Men.	Women.	Total.
Agriculture	3,122,953	5,838,524	8,961,477
Fishing : salt production	310,350	38,149	348,499
Mining	279,237	95,792	375,029
Industry	2,446,326	1,281,181	3,727,507
Commerce	483,182	623,146	1,106,328
Transport	590,033	48,970	639,003
Casual work	358,726	133,405	492,131
Other	323,322	180,050	503,372
All	7,914,129	8,239,217	16,153,346

It will be seen that Japan is pre-eminently an agricultural country, in spite of the recent marked development of industry and trade. Though the industrial population is over one-fifth of the total, it is only two-fifths as large as the agricultural population.

C.—Factory Workers.

1. *Number of factories and workers.*—Detailed statistics are collected concerning factories employing more than five persons. The following table shows the number of such factories, and number and sex of the regular workers.

Number of factories and number of workers, by sex.

Year.	No. of factories.	No. of Workers.		
		Men.	Women.	Total.
1922	46,427	834,314	856,705	1,691,019
1923	47,786	838,197	926,936	1,765,133
1924	48,394	859,783	929,835	1,789,618
1925	49,161	852,554	955,827	1,808,381
1926	51,906	893,834	981,361	1,875,195
1927	53,680	923,201	975,671	1,898,872
1928	..	1,192,857	1,031,688	2,224,545
1929	..	1,145,252	1,057,252	2,202,504

(Department of the Interior.)

Thus nearly half of the factory workers are women. Over 80 per cent. of the women are employed in the textile industry. The proportion of women, however, tends slowly to decrease, in consequence of the rise of the mechanical and chemical industries, which employ chiefly men workers.

2. *Distribution of factories by size.*—In manufacturing industries, the small undertaking is still the predominant type, but the number of large establishments increases year by year.

Distribution of factories by size, 1926.

Factories employing.	Number of factories.	Number of workers.
6—10 workers	26,474	174,622
11—15 workers	7,684	90,211
16—30 workers	8,886	178,016
31—50 workers	3,675	138,316
51—100 workers	2,612	184,423
101—500 workers	2,045	405,269
501—1,000 workers	282	192,167
Over 1,000 workers	248	512,171
All	51,906	1,875,195

(Statistical Bureau of the Japanese Cabinet.)

The number of factories employing five persons or more on 31st October 1928 had risen to 55,446, the number of workers employed therein being 1,869,668.

3. *Distribution of factory workers by industry.*—The following table, based on data published by the Statistical Bureau of the Japanese Cabinet shows how workers in factories employing more than five persons were distributed among the different industries at 31st December 1926.

Distribution of factory workers by industry at 31st December 1926.

Industry.	Number of workers.
Textile	998,447
Machine and tool	305,327
Chemical	176,312
Food and drink	167,144
Gas, electricity and melting	39,105
Miscellaneous	188,860
All	1,875,195

D. Mine Workers.

Number of mine workers in 1925, 1926 and 1927.

Year ended June.	Metal.	Coal.	Oil Wells.	Total including others.
1925	44,861	252,898	7,320	310,426
1926	46,923	235,044	6,406	293,562
1927	45,656	239,167	5,889	295,629

(Japanese Year Book 1930.)

II.—Statistics* of insured persons.

1. *Number of insured persons.*—The number of insured persons has been as follows :—

March 1927	1,941,446
March 1928	1,889,244
March 1929	1,933,632

These figures do not include the workers who are employed in State undertakings and are compulsorily insured with mutual benefit societies for the same benefits as workers in private employment. The number of State workers is now approximately 160,000.

If the total number of insured persons be taken as 2,100,000, they represent 3·4 per cent. of the total population and perhaps 13 per cent. of the occupied population.

2. *Distribution of insured persons by sex—*

——	Men.	Per cent.	Women.	Per cent.
1926	1,018,485	52	922,961	48
1927	996,912	53	892,332	47

3. *Distribution of insured persons by occupation.*—In the following table are shown the distribution of insured persons by occupation at 31st March 1927, and a comparison between the number insured and the number employed in each occupation, as given above in the table of the distribution of factory workers by industry at 31st December 1926.

Distribution of insured persons by occupation at 31st March 1927.

Occupation.	No. of insured.	% of workers in occupation.
Factories.		
Textile	971,441	97
Machine and tool	237,293	78
Chemical	169,166	96
Food and drink	51 357	37
Gas, electricity and melting	25,815	66
Miscellaneous	154,650	82
All factories	1,609,722	86

* These statistics are taken from a report supplied to the International Labour Office by the Japanese Government.

Distribution of insured persons by occupation at 31st March 1927—contd.

Occupation.	No. of insured.	% of workers in occupation.
Mines.		
Metal	45,703	..
Coal	244,698	..
Oil wells	3,981	..
Other non-metal	2,541	..
Factories attached to mines	1,854	..
All mines	298,777	..
Other occupations	32,947	..
All occupations	1,940,446	..

III.—Compulsory and elective insurance.

According to statistics given in the Japanese Year Book for 1928 and 1930, the number of persons who came under the Health Insurance Act at the instance of their employers and with the consent of the majority of workers in the undertakings concerned was—

In 1927	27,648
In January 1929	32,056

SECOND PART.

Resources and Financial system.

I.—The Sources of Revenue.

The revenue is provided by contributions from the employer and insured persons and by a grant from the State. (Health Insurance Act,* sections 70 and 72.)

II.—Insured Person's and Employer's Contributions.

1. *The Contribution and the Basic Wage.*—The rate of contribution is fixed by each insurance institution for the persons insured with it (Imperial Ordinance for the enforcement of the Health Insurance Act,† paragraph 95).

The amount of the contribution depends in the case of each person upon his basic wage: it is obtained by multiplying the basic daily wage by the rate of contribution (H. I. O. paragraph 94).

The basic wage upon which the contribution is calculated includes payments made at regular periods, but not:

Bonuses payable at greater intervals than three months;

Use of dwelling house or rent where these do not affect the rate of wages; (H. I. O. paragraph 1).

In the case of payments in kind, the cash value is to be calculated in accordance with a scale to be fixed by the insurance office or society (H. I. O. paragraph 2).

* Hereinafter referred to as H. I. A.

† Hereinafter referred to as H. I. O.

The basic wage is not the actual wage, but an approximation as determined by the following schedule :—

Wage Class.	Basic Daily Wage.	Actual Daily Wage.
	yen.	yen.
1	·30	Less than ·35
2	·40	Between ·35 and ·45
3	·50	„ ·45 „ ·55
4	·60	„ ·55 „ ·65
5	·70	„ ·65 „ ·75
6	·80	„ ·75 „ ·85
7	1·00	„ ·85 „ 1·15
8	1·30	„ 1·15 „ 1·45
9	1·60	„ 1·45 „ 1·75
10	1·90	„ 1·75 „ 2·05
11	2·20	„ 2·05 „ 2·35
12	2·50	„ 2·35 „ 2·65
13	2·80	„ 2·65 „ 2·95
14	3·10	„ 2·95 „ 3·25
15	3·50	„ 3·25 „ 3·75
16	4·00	More than 3·75

(H. I. O. paragraph 3.)

Where remuneration is paid by the year or month, the basic wage is 1/360 or 1/30 respectively of the annual or monthly rate. In the case of piece-rate wages, the basic wage is 1/90 of amount received during the previous three months by the person concerned or another person similarly employed. (H. I. O. paragraph 5.)

The basic wage for each person is calculated annually by his employer, who reports it to the insurance institution concerned. He likewise reports any considerable changes in the remuneration of any person occurring in the course of the year. (H. I. O. paragraph 4 and Regulations for the enforcement of the Health Insurance Act,* paragraph 3.)

2. *Relation of Contribution to Risk.*—The rate of the contribution (*i.e.*, the ratio of the contribution to the basic wage) is in principle the same for all insured persons insured with a particular institution. Nevertheless, higher rates may be imposed in respect of persons employed in dangerous undertakings. (H. I. O. paragraph 95.)

3. *Rate of Insured Person's Contribution.*—The compulsorily insured persons bear one-half of the contribution and the voluntarily insured bear the whole. (H. I. A. Section 72.)

4. *Rate of Employer's Contribution.*—The employer ordinarily pays one half of the contribution. Nevertheless, in the case of dangerous undertakings, where a high rate of contribution is levied, the proportion borne by the employer may be raised by order of the Minister of the Interior to two-thirds. (H. I. O. paragraph 96.)

5. *Maximum Limit of Contribution.*—The share of the compulsorily insured person may not exceed 3 per cent. of his daily wages. If it is necessary to levy a contribution which would involve an insured person's share in excess of this maximum, the excess is to be borne by the employer. (H. I. A. section 74.) There is no maximum limit of the employer's share.

* Hereinafter referred to as H. I. R.

6. *Contributions of Low-Wage Earners.*—In the case of a person whose remuneration is less than 55 sen a day, the share of the contribution to be borne by the employer is the same as if the person was in the wage-class 55-65 sen. The amount thus payable by the employer may not, however, exceed the total amount of the contribution. (H. I. O. paragraph 97.)

III.—The State Grant.

The State Treasury bears 10 per cent. of the expenditure for insurance benefits (but not administration) as incurred by each insurance institution. If, however, the toal sum to be borne by the Treasury would exceed 2 yen per insured person per annum, the sum paid to the institution is diminished to that limit. (H. I. A. Section 70).

IV.—The Collection of Contributions.

The responsibility for the payment of the joint contribution is placed on the employer (H. I. A. section 77). He is authorized to deduct the insured person's share from his wages (H. I. A. section 78). He must, however, prepare a statement of accounts concerning the deduction of contributions, open to the inspection of insured persons (H. I. O. paragraph 99.)

The Act gives insurance institutions a general power of requiring employers to inform them concerning the engagement, discharge and remuneration of insured persons. (H. I. A. section 8 as amended.)

Once a year the employer must draw up a statement showing the daily remuneration of all persons employed by him on a certain day, and submit it to the insurance institution. He also informs the institution of any modification which needs to be made in this statement, on account of the engagement or discharge of insured persons, or any "considerable" alteration in their wage rates.

On the basis of this information, the insurance institution draws up every month a list of the contributions due from the employer in respect of the preceding month.

There is no provision as to the method of remittance by the employer to the institution.

The health insurance societies naturally experienced no difficulty in collecting contributions, in view of the close concern of the employer with the society established for his undertaking.

The health insurance offices, on the other hand, were faced with the problem of collecting contributions from some 43,000 employers, many of them in a very small way of business and ignorant of the character and purpose of the scheme. Consequently, for some time after the Act was put into operation, many employers failed to effect payment at the proper time. The Government now states, however, that, with the gradual diffusion of a correct understanding of the scheme, the number of employers in arrears has greatly diminished, and that now, as a rule, the actual payments are equal to the expected amount.

V.—The Financial System.

1. *System of Annual Distribution of Costs.*—The financial system is that of annual distribution of costs, *i.e.*, the resources for any year are calculated so as to balance the probable expenditure for that year. Each society draws up its own budget and adjusts its rate of contribution to suit its probable expenditure. (H. I. O. paragraphs 44 and 45.)

2. *The Reserve Fund.*—Health Insurance Societies may establish a reserve fund in order to defray expenditure in excess of that allowed for in the budget

(H. I. O. paragraph 47). They must lay aside from the surplus a sum equal to 5 per cent. of the average annual expenditure during the three previous years until the reserve reaches at least the said annual average. The fund may only be drawn upon to cover a deficit in the resources required for insurance benefits (H. I. O. paragraph 50). Each society fixes the method of managing its reserve fund (H. I. O. paragraph 51).

If the reserve fund is insufficient to cover the deficit, the society may contract a temporary loan of limited amount which must be repaid within the fiscal year (H. I. O. paragraphs 53 and 54).

3. *Supervision by Central Authority.*—Each society must submit a budget annually for the approval of the Department of the Interior (H. I. O. paragraph 45); moreover, it must present annual and monthly reports on its operations to the Director of the Bureau of Social Affairs. (Regulations for the Enforcement of the Health Insurance Act, paragraphs 36 and 40.) The books of the societies must all be kept in the prescribed form.

Societies must obtain the sanction of the Minister of the Interior if they wish to raise a loan; and likewise whenever it is intended to alter the rate of contribution (H. I. O. paragraphs 49 and 54).

Societies must also obtain the sanction of the Minister for their methods of managing their reserve fund (H. I. O. paragraph 51).

STATISTICS OF RESOURCES AND FINANCIAL SYSTEM*.

1. Contribution rates.

The health insurance offices, which insure persons in all insurable occupations, have two rates of contribution only. Except for coal-mining, the rate is 4 per cent. of the basic wage. For coal-mining, however, the rate is increased, on account of the greater risk, to 8 per cent.

The most frequent rate of contribution fixed by the health insurance societies is also 4 per cent., but the rate in a large proportion of societies is fixed at a higher figure; in this connection it must be remembered that nearly one-third of the membership of societies consists of miners.

The following table shows the rates of contribution of health insurance societies at 31st March 1928.

Contribution rates of societies.

Contribution as % of basic wage.	No. of societies.	% of all societies.
Under 3	41	12·1
3—4	183	53·8
5	41	12·1
6	21	6·2
7	9	2·7
8	22	6·5
9	14	4·1
10	5	1·5
Over 10	3	0·9
Total	339†	99·9

* These statistics are based upon information communicated to the International Labour Office by the Japanese Government.

† The total exceeds the actual number of societies by 2 because two societies have two different rates of contribution each.

The contribution levied by the health insurance offices is equally divided between employer and insured person, except for coal-mining, where the employer pays 62·5 per cent. and the insured 37·5 per cent.

The contributions levied by the health insurance societies, on the contrary, exhibit a wide range of variation. In principle, the joint contribution is shared equally by the insured person and the employer. In fact, however, this is the case in little more than half the societies; in the remainder the employer's share is greater than half. The increase in the employer's share is authorized by two distinct provisions. In the first place, as the insured person's share cannot exceed 3 per cent. of his basic wage, the employer must pay the balance however much it may be. In the second place, the Act allows the Minister of the Interior to raise the employer's share up to two-thirds for any undertakings where the risk is considerable.

Sharing of contribution in societies, at 31st March 1928.

Joint contribution as % of basic wage.	No. of societies in which employer's share was					
	50%	50—60%	60—70%	70—80%	80—90%	Over 90%
Under 3 ..	37	3	1	..	..	..
3—4 ..	157	7	4	15	..	..
5 ..	6	30	3	..	..	2
6 ..	2	2	13	4	..	..
7 ..	..	4	2	2	..	1
8 ..	..	3	13	6	..	..
9 ..	..	..	1	12	1	..
10 ..	..	..	1	4	..	..
Over 10 ..	..	..	..	1	..	2
Total ..	202	49	38	44	1	5
% of all Societies	59·6	14·4	11·2	12·9	0·3	1·5

2. Contribution income.

Contribution income in years ending 31st March 1928 and 1929.

Institution.	Amount (yen).		Average per insured (yen).	
	1927-28.	1928-29.	1927-28.	1928-29.
Health insurance offices ..	18,211,859	18,735,547	16·3	16·1
Health insurance societies ..	18,217,602	18,746,062*	23·5	24·2
Total ..	36,429,461	37,481,609	19·3	19·4

* Estimate.

3. The State Grant.

State grant in years ending 31st March 1928 and 1929.

Institution.	Amount (yen).		Average per insured (yen).	
	1927-28.	1928-29.	1927-28.	1928-29.
Health insurance offices ..	1,615,000	1,600,000	1·45	1·38
Health insurance societies ..	1,667,628	1,535,262	2·12	1·99
Total ..	3,282,628	3,135,262	1·74	1·64

4. Income and expenditure.

(*a*) Health Insurance offices.

Income.

Income.	1st January—31st March 1927	1st April 1927—31st March 1928.	1st April 1928—31st March 1929.
		Yen.	
Contributions	3,495,997	18,211,859	18,735,547
State grant	700,935	1,615,000	1,600,000
Other	352,570	7,510	40,714
Total ..	4,549,502	19,834,369	20,376,261
Average per insured	3·9	17·7	17·5

Expenditure.

Expenditure.	1st January—31st March 1927.	1st April 1927—31st March 1928.	1st April 1928—31st March 1929.
		Yen.	
Benefits	3,336,808	17,040,567	17,458,808
Administration	550,463	1,991,772	2,150,697
Other	1,308	745,962	17,655
Total ..	3,888,579	19,778,301	19,627,160
Average per insured	3·4	17·7	16·9

(*b*) Health Insurance societies.

Income.	1st January—31st March 1927.	1st April 1927—31st March 1928.	1st April 1928—31st March 1929.
		Yen.	
Contributions	4,359,753	18,217,602	18,746,062
State grant	238,384	1,667,628	*1,413,911
Loans	47,747	220,000	..
Carried over from previous year	..	451,011	913,875
Other	72,877	815,446	472,455
Total ..	4,718,761	21,371,687	21,546,303
Average per insured	5·9	27·5	27·9

*This figure for the State grant appears in the source in a table showing the income of societies ; it differs, for a reason which is not explained, from the figure for the State grant for the same year which has already been quoted above in the statistics of the State grant and which appears in the source in a table showing the expenditure of the Treasury by way of State grant.

Expenditure.

Expenditure.	1st January—31st March 1927.	1st April 1927—31st March 1928.	1st April 1928—31st March 1929.
		Yen.	
Benefits	3,780,480	17,742,133	18,433,639
Administration	173,780	629,390	948,259
Other	44,748	105,732	535,231
Total ..	3,999,008	18,477,255	19,917,129
Average per insured	5·0	23·9	25·8

The greater average expenditure of the societies would appear to be due to the fact that the majority of miners, who imply a heavy risk, are insured with societies.

5. Reserve fund.

(*a*) Health Insurance offices.

In the case of health insurance offices there is no statutory provision as to the amount of the reserve fund ; it is merely provided that the surplus in any year shall be employed to constitute a reserve fund common to all the offices. The excess of income over expenditure has been as follows :—

	Yen.
1st January to 31st March 1927	660,923
1st April 1927 to 31st March 1928	56,068
1st April 1928 to 31st March 1929	749,101
Total ..	1,466,092

This sum has actually been credited to the reserve fund.

(*b*) Health insurance societies.

In the case of health insurance societies, the Act requires the surplus income, up to 5 per cent. of the cost of benefits, to be credited aside annually to the society's reserve fund. The excess of income over expenditure has been as follows :—

	Yen.
1st January to 31st March 1927	719,753
1st April 1927 to 31st March 1928	2,894,432
1st April 1928 to 31st March 1929	1,629,174
Total	5,243,359

It is not known whether the whole of this sum has actually been credited to the societies' reserve funds. The total surplus is equal to 13 per cent. of the total expenditure during the period under consideration : it is largely in excess of the surplus required by the Act. It is clear therefore that the societies are fully solvent.

THIRD PART.

Benefits.

CHAPTER I.

Benefits in Cash and in Kind.

A. *Cash benefits.*—The Act provides three kinds of cash benefits :—

(*i*) sickness or accident benefit for insured persons ;

(*ii*) funeral benefit for the dependants of deceased insured persons ;

(*iii*) confinement benefit and maternity benefit for every insured woman who gives birth to a child.

1. *Sickness or Accident Benefit.*—Sickness or accident benefit is granted in case of incapacity for work owing to sickness or injury (Health Insurance Act*, sections 43 and 45). Title to benefit is not dependent upon the fulfilment of any conditions relating to the duration of insurance or the number or amount of contributions.

*Hereinafter referred to as H. I. A.

If sickness or injury is incurred by the insured through any cause unconnected with his work, the benefit is to be paid from the fourth day after that on which he became unable to work (H. I. A. section 45).

The benefit is equal to 60 per cent. of the insured person's basic daily wage (H. I. A. section 45).

The maximum duration of the benefit is 180 days in respect of a single illness whether industrial in its origin or not ; moreover, except in the case of industrial disease or accident, the benefit is not to be paid for more than 180 days in the course of a single calendar year (H. I. A., section 47).

The benefit granted to a person who has been placed in a hospital is graduated as follows :—

(*i*) if no dependants, 20 per cent. of the basic wage ;

(*ii*) if 2 dependants or less, 40 per cent. of the basic wage ;

(*iii*) if 3 dependants or more, 60 per cent. of the basic wage.

(Imperial Ordinance for the Enforcement of the Health Insurance Act*, paragraph 79.)

If a person is entitled to receive his wages during sickness no insurance benefit is payable ; if he is entitled to part wages, insurance benefit is payable to the extent of the difference between the part wages and the normal rate of benefit (H. I. O. paragraph 85).

2. *Funeral Benefit.*—On the death of an insured person a dependant who arranges the funeral is entitled to funeral benefit amounting to 30 per cent. of the insured person's basic wage subject to a minimum of 30 yen (H. I. A. section 49, as amended).

3. *Confinement and Maternity Benefits.*—An insured woman who gives birth to a child is entitled to two benefits :

(*i*) confinement benefit ;

(*ii*) maternity benefit.

(H. I. A., section 50).

In order to be entitled to either benefit the woman must have been insured for a minimum period of 180 days during the year preceding the confinement. It is provided, however, that a woman who has been insured for at least 90 days shall be entitled either to confinement benefit or to the services of a midwife (H. I. O. paragraph 82).

In the case of a woman who has ceased to be insured, the two above-mentioned benefits are only awarded if the confinement takes place within 180 days after the day when she ceased to be insured (H. I. O. paragraph 84).

Confinement benefit consists of a lump-sum payment of 20 yen. The benefit is reduced to 10 yen if the woman is cared for in a maternity hospital or is provided with a midwife (H. I. O. paragraph 81).

Maternity benefit consists of an allowance of 60 per cent. of the basic wage of 28 days before and 42 days after child-birth, or for such shorter periods during which the insured woman abstained from work (H. I. A. section 50, and H. I. O. paragraph 80).

If the insured woman is placed in a maternity hospital, the benefit may be adjusted according to the number of her dependants in the same way as sickness benefit in like circumstances (H. I. O. paragraph 81). Similarly, it may be withheld in cases where the insured woman is in receipt of her wages during confinement (H. I. O. paragraph 85).

*Hereinafter referred to as H. I. O.

B. *Benefits in Kind.*—The Act provides three benefits in kind :

(*i*) medical attendance ;

(*ii*) treatment in hospital ;

(*iii*) treatment in a maternity hospital or attendance by a midwife.

1. *Medical Attendance.*—The Act provides for medical attendance to be granted if an insured person is sick or injured (H. I. A. section 43).

The medical attendance to be granted consists of the following elements ;

(*i*) diagnosis ;

(*ii*) provision of medicine ;

(*iii*) operations and other forms of treatment (including dental treatment) ;

(*iv*) nursing ;

(*v*) ambulance service.

Except in an emergency no operation which would cost more than 20 yen may be performed without the sanction of the insurance institution. Nursing and transport by ambulance are provided only when the insurance institution deems them necessary (H. I. O. paragraph 74).

The benefit may not be granted for more than 180 days in respect of a single illness, whether industrial in its origin or not ; moreover, except in the case of industrial disease or accident, the benefit is not to be provided for more than 180 days in the course of a single year (H. I. A. section 47).

A cash payment may be substituted for medical attendance in certain cases, namely :

(*i*) when the insurance institution finds difficulty in organizing medical attendance ;

(*ii*) when the insured person has, with the approval of the insurance institution, been treated by a practitioner not appointed by the institution ;

(*iii*) when the insured person has in an emergency been treated by a practitioner not appointed by the institution (H. I. A. section 44 and H. I. O. paragraph 77).

The amount of the payment in such circumstances is to be fixed by having regard to the cost which the institution would have incurred if medical attendance had been provided (H. I. O. paragraph 78).

2. *Treatment in Hospital.*—The insurance institution may provide hospital treatment with reduced sickness benefit, as already described, instead of medical attendance accompanied by full sickness benefit (H. I. A. section 46).

3. *Treatment in a Maternity Hospital or Attendance by a Midwife.*—An insurance institution may provide treatment in a maternity hospital or attendance by a midwife, in either case with reduced benefit instead of full maternity benefit.

CHAPTER II.

Organisation of Medical Service.*

The medical service is separately organized for the insured persons of the health insurance offices and for those of the health insurance societies. For

* Sources : *A Medical Aspect of the Health Insurance System of Japan* by Dr. Taichi Kitashima, Tokyo, and information communicated to the International Labour Office by the Japanese Government.

the former it is on a national and uniform basis and for the latter it varies from one society to another.

I. *Medical service of health insurance offices.*—The medical service for persons insured with health insurance offices is provided in virtue of national collective agreements concluded between the State and the professional associations of doctors, dentists and chemists : they are collectively responsible to the State for the provision of the respective benefits of medical treatment, dental treatment and the supply of drugs.

A. MEDICAL TREATMENT.

1. *Japan Medical Association.*—According to the Medical Practitioners' Act, every medical practitioner must be a member of the district or city medical association. Such associations are grouped together to form prefectural medical associations, and these in turn are federated in the Japan Medical Association The national association and its subordinate associations are a legally instituted corporation, with authority to make regulations affecting every member of the medical profession. The prefectural and local associations are responsible for ensuring compliance with the instructions of the central body.

2. *National Collective Agreement.*—The existence of such a strongly organized corporation made it possible for the State to entrust it with the entire administration of medical treatment for persons insured with the health insurance offices. A national agreement for this purpose was entered into on 4th November 1926, and has continued in force, with slight modification,* ever since.

The State reserved " the right to suspend the operation of this agreement within a certain locality, or rescind the agreement when there is a conspicuous impediment to the medical attendance provided in this agreement undertaken by the Japan Medical Association ".

The agreement, together with the Imperial Ordinance for the enforcement of the Health Insurance Act and Regulations for the enforcement of the Health Insurance Act, determines the scope of the service to be rendered, the insured persons for whom each doctor is responsible, the procedure for obtaining the different kinds of treatment, the remuneration of doctors, and the supervision of the medical service.

3. *Scope of treatment.*—The scope of the treatment to be provided is defined as follows :—

(*i*) diagnosis (consultation or visit, prescription, but not general medical examination) ;
(*ii*) supply of drugs and applicances (*see* below " B. Supply of Drugs and Appliances ") ;
(*iii*) treatment, operations and other forms of medical attendance (excluding maintenance at health resort) ;
(*iv*) nursing ;
(*v*) ambulance service.

Treatment in connection with confinement is excluded from the scope of the treatment which the medical association is bound to provide. No information is available as to the organization of this treatment.

The doctor responsible for the treatment of an insured person is required to " engage in the examination and treatment with fair and sincere attitude, and without discrimination between insured persons ".

4. *Relations between doctor and insured person.*—The insured person may choose his doctor from among all those who practise in the prefecture where he resides and who have accepted service under the Act.

The insured person receives from his health insurance office an insurance card, proving that he is an insured person and entitled to benefit. When he needs medical treatment, he presents this card to the doctor of his choice, who treats him and retains the card for the duration of the treatment. The retention of the card by the treating doctor precludes the insured person from resorting to another doctor until the treatment is completed, when the card is returned to him. Nevertheless, it is provided that an insured person may change his doctor during treatment, if he obtains the consent of the health insurance office. The consent having been obtained, the insured person is entitled to have his card returned to him by the treating doctor, and may then select another doctor.

If the doctor considers that the patient requires an operation or treatment costing, or deemed to cost, over 20 yen, or hospital treatment, or transport to a hospital, or the services of a home nurse, he must, except in emergency, obtain the consent of the health insurance office beforehand, and then make the necessary arrangements. In an emergency consent must be applied for after the doctor has taken the necessary action.

If the patient needs treatment by a specialist, the treating doctor gives him a certificate of medical attendance which entitled the patient to treatment by any specialist, in the branch of medicine concerned, to whom the patient presents the certificate.

A doctor is required to visit, if necessary, any patient residing within a radius of 10 miles (4 " ri "). In sparsely populated areas, where doctors are few, an insured person may, if he obtains the consent of the health insurance office, demand a visit from a greater distance. In all cases however, where the patient's home is over $1\frac{1}{4}$ miles ($\frac{1}{2}$ " ri ") from the doctor's surgery, the patient himself is required to pay a supplement.

If the insured person requires treatment when outside his own prefecture, he may, if he has obtained the consent of the health insurance office, address himself to a doctor in the prefecture, where he happens to be. Even if he has not obtained permission he may always have himself treated by any doctor in an emergency, and claim repayment according to a scale fixed by the health insurance office.

5. *Remuneration of doctors.*—The remuneration of doctors under the agreement is based upon the following principle: a central pool of fixed annual amount is set aside from insurance funds for the remuneration of all doctors, and this amount is distributed among the doctors in proportion to the number and nature of the services which they render.

(*a*) *The Central Pool.*—The basis for the calculation of the amount of the pool is a fixed sum per insured person per year. It has to cover the cost of all the services enumerated above in " 3 Scope of treatment ", except (*iv*) nursing, and (*v*) transport.

A statistical investigation made specially for the purpose of the Act showed that the average number of days of sickness per person per year was 11·5. It was considered, however, that when the medical service became free, this number would increase. Accordingly it was raised by 50 per cent. to 17·3 days. Then it was assumed that the cost of all medical and dental treatment

would be 0·50 yen per day, or 8·65 yen per year. This sum, however, after deduction of the probable cost of nursing and transport—to be paid directly by the health insurance office—and the cost of dental treatment became 7·4267 yen. The basic sum of 7·4267 yen was subject to further deductions in respect of treatment of insured persons in State or municipal hospitals and in respect of drugs supplied to insured persons by chemist (as a rule drugs are supplied by the treating doctor).

In 1928 the Japan Medical Association asked for an increase of 60 per cent. in the basic sum. It seems indeed that during the first year's operation of the Act, the calls made on the doctors' services by insured persons greatly exceeded expectations, and this was probably the ground on which the demand for increased remuneration was made. The Government did not accede to this demand, but it took administrative measures to check excessive resorts to doctors. It also modified the method of organizing hospital treatment; the cost of hospital treatment was now to be borne by the State, but at the same time the basic sum was reduced to 6·912 yen; this arrangement, however, ceased in 1929. Moreover, in view of the great morbidity of coalminers, a special State subsidy of 1·5 yen per miner or about 45,000 yen per year was granted to the doctors.

In 1929, the Japan Medical Association again assumed responsibility for arranging for hospital treatment: the cost was to be deducted as before from the basic sum, but that sum was increased to 7·754 yen, and still stands at that figure.

(*b*) *Payments from the Central Pool.*—Each month the State pays to the Japan Medical Association an amount equal to one-twelfth of 7·754 yen multiplied by the number of persons insured with health insurance offices at the beginning of the month, subject to deduction in respect of treatment in public hospitals and drugs supplied by chemists.

From the balance is paid out in the first place the allowance for cost of administration: *viz.*, 1 per cent. of the gross monthly payment to the Japan Medical Association and 5 per cent. thereof to the prefectural associations, which share in proportion to the number of insured persons in their prefectures.

The remainder of the monthly payment is then divided among the prefectural associations in proportion to the number of insured persons in their prefectures. The prefectural association divides out its share among the individual doctors according to the number and nature of the services performed by each.

To every form of service—consultation, visit, and operations of varying difficulty—a value represented by a certain number of points is assigned. The tariff of points was established by the Japan Medical Association with the approval of the Government. A few examples will illustrate the relative value assigned to the various services.

Nature of Service.	*Points.*
Consultation at doctor's surgery	3
Visit to patient's home: within 1¼ miles	3
Each additional 1¼ miles (at the patient's expense)	3
Prescription	2
Medicine per day	1
X-Ray examination	15—30
Extraction of tooth	2
Removal of tonsils	80
Excision of pulmonary tumour	400
Removal of appendix	250

Each doctor reckons, at the beginning of each month the total value of the services he has rendered during the previous month, and reports to his district or city association, which, in turn, transmits the figure to the prefectural association. The latter examines the claim to detect unnecessary treatment or unnecessary use of hospitals. If the doctor is found to have carelessly or intentionally increased the number of points to his credit, he is first warned, and then, if he repeats the offence, he is deprived of the right to engage in health insurance practice.

The prefectural association, having ascertained the total number of points earned by all the doctors in the prefecture, divides by it the monthly payment it has received from the Japan Medical Association. The resulting quotient is the money value of a point, and each doctor receives a payment equal to that value multiplied by the number of points represented by his services.

The money value of a point will, of course, vary according to the quantity and quality of the work done by the doctors in the prefecture, so that, in case of an epidemic, for example, the value might be very low. Its average value, however, is expected to be 0·20 yen, and it is estimated that if the health insurance scheme were extended to the whole population the income of a doctor under this system would be about 10,000 yen a year.

6. *Supervision of Medical Treatment.*—At first, the Government relied entirely on the Japan Medical Association and its constituent societies to secure efficient treatment, and had no machinery of immediate supervision.

In 1929, however, the Government found it necessary to appoint 16 medical inspectors. The functions of the inspectors are as follows :—

(*i*) on behalf of insurance institutions to prevent malingering and the transfer of insurance cards to uninsured persons to afford guidance as to preventive measures ;

(*ii*) on behalf of doctors, to prevent too frequent demands on their services by insured persons ;

(*iii*) on behalf of insured persons, to secure that the medical treatment is adequate, that there is no discrimination against insured persons, and to decide whether or not the insured person should be removed to hospital.

B. Supply of drugs and appliances.

Insured persons are entitled to medicines and appliances, including crutches, but not spectacles.

As a rule, Japanese doctors themselves dispense the prescriptions which they write for their patients. Medicines so dispensed are paid for at the flat rate of one point per day, *plus* 2 points for the prescription.

Where, however, the doctor does not dispense his own prescriptions, it is necessary that the insured person should resort to a chemist. He will also resort to a chemist for the dispensing of prescriptions written by a dentist.

The Government has concluded an agreement with the Japanese Chemists Association for the supply of drugs and appliances in accordance with prescriptions given by insurance doctors. The agreement provides for payment according to a scale of prices calculated by adding an appropriate dispensing fee to the cost price of the drug.

As already stated, the State itself pays the chemists out of the Central Pool.

It appears that the insured person may select any chemist who is established in the prefecture.

C. Dental Treatment.

Dental treatment is provided in virtue of an agreement between the Government and the Japan Dentists' Association.

The translation of the agreement is not yet available. Nevertheless, it seems that the duties of dentists do not include all extractions, since these may be performed by doctors. It does not appear that the provision of artificial teeth is included among the benefits of health insurance.

As in the case of medical treatment, a fixed sum per insured person per year is set aside for the remuneration of dentists. This basic sum was originally fixed at 0·685 yen. In 1927, however, it was reduced to 0·61 yen, but at the same time the Government made the Association a grant of 35,000 yen (about 0·03 yen per insured person) towards its administration expenses. In 1928, the grant towards administration expenses was increased to 0·12 yen per insured person per year, and the sum was raised again to 0·70 yen.

The method of remunerating dentists resembles that employed in the case of doctors.

Every monththere is paid to the Japan Dentists' Association an amount equal to one-twelfth of the basic sum (to which, it would seem, the grant for administration expenses is added) multiplied by the number of insured persons, less payment to chemists for any drugs required by insured persons in connection with dental treatment.

From the amount thus calculated, there is deducted 3 per cent. for the administration expenses of the Japan Dentists' Association, and 5 per cent. for those of its constituent prefectural associations. The balance is available for the remuneration of dentists.

The balance is shared by the prefectural associations in proportion to the number of insured persons in the prefecture. The individual dentist is paid by his prefectural association in proportion to the number of points he has earned, in accordance with the scale of points drawn up by the Japan Dentists' Association. It appears that during the six months 1st April to 30th September, 1927, only the filling of teeth was remunerated on the point system, other services presumably being remunerated according to a scale of cash payments for the different services. From October 1927 onwards, however, all services performed by dentists have been remunerated on the point system.

II.—*Medical Service of Health Insurance Societies.*

Every Society organizes its medical service as it thinks fit, and consequently the arrangements are of a varied character.

There appear, however, to be broadly three types of organization :—

(*i*) organization depending on the use of dispensaries and hospitals belonging to the society or the factory in which it is established, and on the employment of doctors and dentists therein ;

(*ii*) organization depending on agreements with individual doctors and dentists in private practice ;

(*iii*) organization depending on agreements with medical and dental associations.

Concerning types (*i*) and (*ii*), no information is available, but concerning type (*iii*), which has been preferred by the great majority of societies, some

details are known of the agreements with the Japan Medical Association. These agreements are of three kinds.

According to the first kind, the society simply pays the Japan Medical Association the same basic sum per insured person per year as does the Government, and the Association organizes the service in the same way as it does for persons insured with health insurance offices.

According to the second kind of agreement, the payment made by the society is proportional to the services rendered by the doctors to its members. The society pays the Japan Medical Association monthly an amount equal to the money value of the point in the prefecture where the society is established, multiplied by the number of points representing the services rendered by doctors to the members of the society. The point value is subject to a maximum unit of 0·25 yen and to a minimum limit of 0·15 yen.

The third kind of agreement is the same as the second except that the point value is always and everywhere fixed at 0·20 yen.

STATISTICS OF BENEFITS.*

I. Statistics of Cash Benefits.

A. Injury and Sickness Benefit.

1. *Number of cases per 100 insured.*

Year.	Offices.	Societies.	Total.
1926†	24·0	74·0	44·7
1927	36·1	72·2	50·9
1928	34·3	63·6	46·0

2. *Cost.*

Year.	Offices.		Societies.		Total.	
	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).
1926 (3 months)	889	0·78	1,615	2·00	2,504	1·29
1927 ..	5,817	5·22	7,623	9·85	13,440	7·12
1928 ..	5,857	5·06	7,768	10·05	13,643	6·95

* Sources : information supplied to the International Labour Office by the Japanese Government, and the *Japan Year Book*, 1928 and 1930.

† The figures refer only to the period, 1st January to 31st March 1926 ; the number of cases has been multiplied by 4 in order to show the annual rate.

B. Funeral Benefit.

1. *Number of cases per 1,000 insured.*

Year.	Offices.	Societies.	Total.
1926*	3·8	6·9	5·1
1927	7·7	8·3	8·0
1928	7·9	7·8	7·9

2. *Cost.*

Year.	Offices.		Societies.		Total.	
	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).
1926 (3 months)	34	0·03	42	0·05	76	0·04
1927 ..	225	0·20	184	0·24	409	0·22
1928 ..	237	0·20	220	0·29	457	0.24

C. Confinement Benefit.

1. *Number of cases per 1,000 insured.*

Year.	Offices.	Societies.	Total.
1926*	21·4	24·8	22·6
1927	27·0	24·5	25·9
1928	29·0	22·6	26·5

2. *Cost.*†

Year.	Offices.		Societies.		Total.	
	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).
1926 (3 months)	119	0·10	85	0·11	204	0·10
1927 ..	674	0·60	316	0·41	990	0·52
1928 ..	685	0·59	326	0·42	1,011	0·52

* The figures refer to the period, 1st January to 31st March 1926 only: the number of cases has been multiplied by 4 in order to show the annual rate.

† Includes cost of confinement benefit where provided in kind.

D. Maternity Benefit.

1. *Number of cases per 1,000 insured.*

Year.	Offices.	Societies.	Total.
1926*	14·1	2·50	18·5
1927	24·5	23·7	24·2
1928	26·3	22·6	24·9

2. *Cost.*

Year.	Offices.		Societies.		Total.	
	Absolute. (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen.)	Absolute. (000's (yen).	Per insured. (yen).
1926 (3 months).	80	0·07	114	0·14	194	0·10
1927 ..	657	0·59	559	0·72	1,216	0·64
1928 ..	704	0·61	640	0·83	1,344	0·70

E. All Cash Benefits.

Year.	Offices.		Societies.		Total.	
	Absolute. (000's yen).	Per insured. (yen).	Absolute (000's yen).	Per insured. (yen).	Absolute. (000's yen).	Per insured. (yen).
1926 (3 months).	1,121	0·98	1,856	2·31	2,978	1·53
1927 ..	7,473	6·70	8,682	11·22	16,055	8·50
1928 ..	7,501	6·47	8,954	11·59	16,455	8·51

II.—Statistics of Benefit in Kind.

A. Medical Treatment (Health Insurance Offices only).

1. *Domiciliary Treatment.*

Year.	Number of points.		Doctor's pay.		Pay per point (yen).
	Absolute (000's yen).	Per insured (yen).	Absolute (000's yen).	Per insured (yen).	
1926 (3 months).	13,624	11·9	1,657	1·45	0·12
1927	57,803	51·8	7,121	6·38	0·12
1928	51,352	44·2	7,209	6·44	0·15

* The figures refer to the period 1st January to 31st March 1926 only : the number of cases has been multiplied by 4 in order to show the annual rate.

2. *Hospital Treatment.*

Year.	Number of days.		Hospital charges (yen).			
	Absolute.	Per case.	Absolute.	Per case.	Per day.	Per insured.
1926 (3 months).	85,695	14·5	216,915	36·7	2·53	0·19
1927 ..	237,900	12·8	584,884	31·4	2·46	0·52
1928 ..	148,920	8·7	453,564*	26·5	3·05	0·39

3. *Payments to public hospitals.*

During part of 1927 and 1928, the experiment was tried of providing out-patient treatment for insured persons at 38 State and municipal hospitals. The cost of the treatment was paid by the State according to a scale of charges for the different services, and was deducted from the Central Pool out of which Doctors were remunerated. This arrangement was abandoned in 1929. The amount of the payments was as follows :—

1927 .. .. 64,637 yen.
1928 .. .. 234,445 yen.

4. *Total cost of medical treatment.*—(Yen).

Year.	Medical treatment (000's yen).	Administration (000's yen).	Total.	
			Absolute (000's yen).	Per insured (yen).
1926 (3 months).	1,874	119	1,993	1·75
1927	7,771	532	8,303†	7·44
1928	7,897	650	8,547‡	7·37

B. Supply of Drugs and Appliances.

(*Health Insurance Offices only*).

The cost of drugs and appliances supplied by chemists is very small, because they are generally supplied by the doctors themselves.

Year.	Chemists' charges (yen).
1926 (3 months)	1,077
1927	10,157
1928	7,918

* Whereof 98,376 for surgical treatment.

† This total should include a special State grant of 150,000 yen made to the Japan Medical Association in 1927.

‡ This total should include an annual State grant of 45,000 yen made to the Association in 1928 on account of the extra risk of coalminers.

C. DENTAL TREATMENT.

(Health Insurance Offices only).

Year.	Treatment (000's yen).		Administration (000's yen).	Total.	
	Filling.	Other.		Absolute (000's yen).	Per insured (yen).
1926 (3 months)	..	167	16	183	0·16
1927	353	627	113	1,093	0·91*
1928	261	708	136	1,105	0·94*

D. TOTAL COST OF BENEFITS IN KIND.

(Health Insurance Offices and Societies).

Year.	Offices.		Societies.		Total.	
	Absolute (000's yen).	Per insured (yen).	Absolute (000's yen).	Per insured (yen).	Absolute (000's yen).	Per insured (yen).
1926 (3 months)	2,188†	1·91	1,913	2·39	4,101	2·11
1927	9,473†	8·50	8,980	11·47	18,453	9·77
1928	9,799†	8·45	9,219	11·93	19,018	9·86

III.—Statistics of Medical Equipment.

A. STATISTICS OF DOCTORS.

1. *Qualified Doctors.*

Qualification of doctor.	1925.	1927.
University graduates	6,311	7,851
Graduates of medical schools	21,836	23,483
Passed examination	13,541	13,355
In practice before enforcement of law	2,447	2,069
Others	171	350
Total ..	45,326	47,108

2. *Insurance doctors.*

Year.	Number of insurance doctors.	
	Absolute.	Percentage of qualified doctors.
1926	32,155	..
1927	32,246	68
1928	32,110	..

*These rates are largely in excess of the rates allowed for the payment of dentists (0·64 including State grant in 1927 and 0·82 including State grant in 1928), but the explanation is not available.

† These figures are largely in excess of the sum obtained by the addition of the total already given for medical treatment, supply of drugs and dental treatment. The explanation of the discrepancy is not available, but it is accounted for at least in part, by the cost of home nursing and the ambulance service, which is defrayed directly by the health insurance offices.

B. Statistics of Chemists.

1. *Qualified Chemists.*

The number of qualified chemists was :—

In 1926	14,826
In 1927	16,180

2. *Insurance Chemists.*

Year.	Number of insurance chemists.	
	Absolute.	Percentage of qualified chemists.
1926	6,692	46
1927	6,708	42
1928	6,804	..

C. Statistics of Dentists.

1. *Qualified dentists.*

The number of qualified dentists was :—

In 1926	12,548
In 1927	13,731

2. *Insurance dentists.*

Year.	Number of insurance dentists.	
	Absolute.	Percentage of qualified dentists.
1926	10,145	83
1927	7,808	57
1928	8,265	..

D. Statistics of Hospitals.

1. *Public hospitals.*—These are hospitals established by the State and the municipalities ; treatment is free, but patients are charged for their maintenance.

In 1927, number of public hospitals	85
In 1927, number of beds	9,444
In 1927, number of in-patients per hospital	964
In 1927, number of out-patients per hospital	9,880

2. *Charity hospitals.*—These are hospitals established by Imperial or private generosity. Treatment and maintenance are free.

In 1927, number of charity hospitals	60
In 1927, number of beds	8,102
In 1927, number of in-patients per hospital	573
In 1927, number of out-patients per hospital	2,874

3. *Other hospitals.*—Besides public and charity hospitals, there are 1,854 private hospitals, 1,397 infectious diseases hospitals, and 149 venereal diseases hospitals.

FOURTH PART.

Insurance Institutions.

I.—Principles of Affiliation.

The insured person, as an individual, has no choice in the institution with which he is insured : if there exists a health insurance society in the undertaking in which he is employed, he must belong to it ; if not, he is insured with the local health insurance office (Health Insurance Act,* section 24). Persons who are employed in a State undertaking where an approved mutual benefit society exists, are insured with that society.

II.—Types of Institutions.

There are three types of insurance institutions :—

A. The health insurance offices,

B. The health insurance societies, and

C. Mutual benefit societies.

A. *Health Insurance Offices.*—The health insurance offices, which are distributed throughout the country to the number of 50, were, until 1st August 1929, branches of the Social Affairs Bureau, but are now attached to the authorities of the prefectures in which they are situated, though remaining under the supervision of the Bureau. The staff consists of members of the national civil service. So far as the collection of contributions and the administration of benefits are concerned, they appear to be worked on the same lines as health insurance societies.

B. *Health Insurance Societies.*—1. *Formation of societies.*—Health insurance societies belong to the type of insurance institution known as " establishment funds ". A society may be set up in any undertaking of an insurable character where 300 or more persons are employed ; or it may be set up by a combination of two or more employers together employing 300 or more persons (H. I. A. section 28). For this purpose the term " undertaking " may include several workplaces (H. I. A. section 33). The same provisions as to the formation of societies which apply in the case of an undertaking which is unconditionally subject to compulsory insurance apply also to undertakings which have opted to become compulsorily insurable (H. I. A. section 30).

The formation of a society in connection with an undertaking is subject in the first place to the consent of the majority of the insured persons (H. I. A. section 29). When their consent has been obtained the rules of the society must be drawn up and submitted to the Minister of the Interior (H. I. A. section 29). Not until the Minister has given his sanction can the society commence operations (H. I. A. section 34).

Where an undertaking which is unconditionally subject to compulsory insurance employs 500 or more insured persons, the consent of the insured need not be obtained in order to establish a society, but the employer may be directed by the Minister of the Interior to establish it (H. I. A. section 31). The rules of a society so formed must likewise receive the sanction of the Minister (H. I. A. section 32).

2. *Constitution of societies.*—A health insurance society is composed of the employer and all the insured persons employed in his undertaking, together with persons voluntarily insured who were formerly employed there (H. I. A. section 27).

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* Hereinafter referred to as H. I. A.

When the society is first formed, the responsibility for drawing up the first budget and fixing the rate of contribution for the first year rests with the employer (Imperial Ordinance for the Enforcement of the Health Insurance Act,* paragraph 14).

It is the employer who, until a regular director is appointed, manages the affairs of the society (H. I. O. paragraph 18). The principal organ of the society is the meeting of delegates (H. I. O. paragraph 19). The number of delegates must be an even number of at least 12; half of whom (including himself) are appointed by the employer and half elected by the insured persons; all the delegates must belong to the society (H. I. O. paragraph 20). The periodicity of the meeting is not prescribed by law. Whenever one-third of the delegates so require a meeting must be held (H. I. O. paragraph 27).

The business of the meeting includes:—

Budget;
Administration of reserve fund;
Loans;
Alteration of rules;
Rate of contribution (H. I. O. paragraph 25).

The meeting is presided over by the chief manager of the society (H. I. O. paragraph 28). The quorum for a meeting is half the full number of delegates (H. I. O. paragraph 29) except in the case of an alteration of rules, when a majority of three-quarters of the full number of delegates is required (H. I. O. paragraph 31). All questions are settled by a simple majority of those present (H. I. O. paragraph 30).

The meeting may elect from its own number a committee to which it may delegate any of its own powers (H. I. O. paragraph 26).

The officers of the society are known as the managers. They must be an even number of at least 4, two of whom are appointed by the employer's delegates, and two are elected by the delegates to the insured persons; the managers must be insured persons belonging to the society (H. I. O. paragraph 36). The managers appointed by the employer elect from among the whole body of directors a chief who is the principal officer of the society (H. I. O. paragraph 36). The managers manage the society in accordance with the instructions of the meeting except in urgent circumstances, when they may decide on their own responsibility (H. I. O. paragraphs 39 and 40.)

C. *Mutual Benefit Societies.*—There existed already before the introduction of the health insurance scheme mutual benefit societies for the workers in most State undertakings and in a certain number of large private undertakings. These societies had, on the eve of the introduction of the scheme, in 1926, a total membership of over half-a-million. They provided benefits in case of sickness and accident, retirement and death.

Although the existence of these societies had doubtless accustomed a section of the factory population to the conception of insurance and to its working, yet only the societies belonging to State undertakings have been allowed to share in the administration of compulsory health insurance.

Mutual benefit societies in private undertakings have no place in the application of the Act. Information is not available as to their adaptation to the new situation arising out of the introduction of compulsory insurance and the creation of health insurance societies on the model laid down by the Act. It

* Hereinafter referred to as H. I. O.

may be surmised that in some undertakings the mutual benefit society continues to exist side by side with the new society, for the purpose of providing additional benefits, but that in others the society has been dissolved.

In order to obtain approval for administering health insurance, mutual benefit societies in State undertakings must fulfil two conditions :

(*i*) their benefits must be the same as the statutory benefits ;

(*ii*) the State must pay at least the same proportion of the cost of benefits as is borne by the State and the employer together in the case of health insurance societies (H. I. O., paragraph 7).

STATISTICS OF INSURANCE INSTITUTIONS.

A.—Number and Membership of Several Types of Institutions.

1. *Health Insurance Offices.*

Year.	Number.	Membership.		
		Absolute.	Per office.	Percentage of all* insured.
1926	50	1,140,865	22,817	58·8
1927	50	1,115,221	22,304	59·0
1928	50	1,160,953	22,819	60·0

* Not including persons insured with mutual benefit societies in State undertakings and estimated to number approximately 160,000.

2. *Health Insurance Societies.*

Year.	Number.	Membership.		
		Absolute.	Per society.	Percentage of all insured.†
1926	316	800,581	253	41·2
1927	337	774,023	230	41·0
1928	343	772,679	225	40·0

† See note to previous table.

3. *Mutual Benefit Societies.*

The number of mutual benefit societies has remained ten during the three years under consideration, and the membership is estimated at about 160,000. There are no statistics concerning the operations of these societies.

The Japan Year Book, 1930, gives following statistics concerning mutual benefit societies in both State and private undertakings in 1926, *i.e.*, immediately before the application of the Health Insurance Act. The total membership in that year was 539,359.

Income and Expenditure of all Mutual Benefit Societies in 1926.

(*yen*).

INCOME.		
Source.	Absolute.	Per insured.
Contributions	14,335,099	26·5
State grants	11,315,239	20·9
Other	7,289,613	13·5
Total ..	32,939,951	61·0

EXPENDITURE.

Benefit.	Absolute.	Per insured.
Death	2,157,259	3·90
Sickness and accident	1,210,199	2·24
Continued service	702,886	1·30
Retirement	4,926,603	9·12
Medical	1,573,112	2·91
Other	974,196	1·80
Total ..	11,544,262	21·4

B.—Distribution of Membership of Offices and Societies.

1. Distribution by Sex.

(*a*) *Offices.*

Year.	Men.		Women.	
	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.
1926	573,994	50·3	566,871	49·7
1927	548,025	49·0	567,196	51·0
1928	571,635	49·2	589,318	50·8

(*b*) *Societies.*

Year.	Men.		Women.	
	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.
1926	444,491	55·5	356,090	44·5
1927	448,887	58·0	325,136	42·0

2. Distribution by Occupation.

Occupation.	1926.				1927.				1928.	
	Offices.		Societies.		Offices.		Societies.		Offices.	
	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.	Absolute.	Percentage of Membership.
Factories.										
Textile	597,031	52·34	374,410	46·77	598,456	53·69	345,978	44·71	603,846	52·00
Machines and Tools	146,138	12·80	91,155	11·39	140,140	12·57	87,274	11·28	157,202	13·54
Chemical	124,727	10·93	44,439	5·55	121,965	10·94	44,950	5·81	131,112	11·29
Food	41,415	3·63	9,942	1·24	41,972	3·76	7,936	1·02	39,616	3·42
Gas, Electricity, Smelting ..	21,819	1·91	3,996	0·50	20,574	1·85	4,449	0·57	23,459	2·02
Miscellaneous	143,916	12·62	10,734	1·34	129,067	11·55	11,275	1·45	142,351	12·27
Mines.										
Metal	14,370	1·26	31,333	3·91	12,991	1·16	27,787	3·59	11,359	0·98
Coal	43,280	3·79	201,418	25·16	40,706	3·65	209,184	27·03	40,897	3·52
Oil Wells	3,981	·35	..	..	4,528	0·40	..	..	3,996	0·34
Other Non-Metal	1,136	.10	1,405	0.17	1,332	0.12	1,468	0·19	2,410	0·21
Factories attached to mines ..	1,854	·16	..	..	1,711	0·15	..	..	2,492	0·22
Other occcupations	1,198	·11	31,749	3·97	1,779	0·16	33,722	4·35	2,213	0·19
Total ..	1,140,865	100·00	800,581	100·00	1,115,221	100·00	774,023	100·00	1,160,953	100·00

C.—Cost of Administration of Cash Benefits.

1. *Health Insurance Offices.*

Year.	Absolute (Yen).	Per insured (Yen).	Percentage of total Expenditure.
1926 (3 months)	550,463	·48	14·1
1927	1,991,772	1·79	10·7
1928	2,150,697	1·85	10·9

2. *Health Insuarnce Societies.*

Year.	Absolute (Yen).	Per insured (Yen).	Percentage of total Expenditure.
1926 (3 months)	173,780	·217	4·3
1927	629,390	·81	3·4
1928	948,259	1·21	4·7

3. *Central Administration.*—No information is available as to the cost of central administration.

FIFTH PART.

Supervision and Settlement of Disputes.

I. Supervision.

Supervision over the administration of health insurance is exercised by the Minister of the Interior and the director of the Bureau of Social Affairs.

It is naturally the supervision of the more important matters which is performed by the Minister of the Interior, who is generally empowered to take any action necessary for supervision (Health Insurance Act,* section 37). In particular, he has to approve the rules of the society and all alterations of rules (H. I. A. section 29). The rate of contribution and the budget for the first year (Imperial Ordinance for the Enforcement of the Health Insurance Act,† para. 14), dissolution of societies (H. I. O. para. 71).

He may appoint a government official to administer a badly run society (H. I. A. section 38). He may annul any resolution of a society or of its management when such resolution appears illegal or opposed to the interests of the members (H. I. A. section 39).

The Bureau of Social Affairs is a subdivision of the Department of the Interior. The Bureau has a division called the social insurance division which conducts the central administration of health insurance and through the 50 prefectural offices insures those persons who are not members of health insurance societies.

The Bureau of Social Affairs also exercises certain supervisory powers over the societies, in particular : the issue of instructions to the managers of a society whose meeting has failed to come to a decision (H. I. O. para. 39) ; the sanction of

* Hereinafter referred to as H. I. A.

† Hereinafter referred to as H. I. O.

approval of alterations in the rate of contribution (H. I. O. para. 49); the approval of methods of administering the societies' reserve fund (H. I. O. para. 51); the sanction of loans (H. I. O. paras. 53 and 54); sanction for the disposal of property of the society (H. I. O. para. 55).

II. Settlement of disputes.

A. *Machinery.*

The machinery for the settlement of disputes arising out of health insurance consists of a hierarchy of special courts, the director of the Bureau of Social Affairs, and the ordinary law courts. Only the constitution of the special courts will be here examined.

There are three grades of special courts: health insurance enquiry commissions of first, second and third instance. All are under the supervision of the Minister of the Interior. The areas for which the commissions are responsible are to be fixed by the Minister (H. I. O. Paras. 102 and 103). Each commission consists of a chairman and members.

The chairman of a commission of first instance is to be appointed by the Cabinet on the advice of the Minister of the Interior: he must be a government or municipal official or person of scientific experience. The chairman of a commission of second instance is appointed in the same way, but must be one of the higher officials of the Department of the Interior. The commission of third instance is presided over by the Director of the Bureau for Social Affairs (H. I. O. paras. 104 and 105).

The members of the commissions of the different grades consist of persons of the following categories:

Government or municipal officials or persons with scientific experience;
Employers of insured persons;
Insured persons.

In a commission of first instance there are two or three from each category the representatives of each category being equal in number.

In a commission of second or third instance, there are three or five respectively, from each category (H. I. O. para. 106).

The members of the commission of first instance are appointed by the Minister and the members of the other commissions by the Cabinet on the Minister's recommendation (H. I. O. para. 108). They hold office for three years (H. I. O. para. 109).

B. *Procedure.*

Generally a case is settled from a perusal of the relevant documents, but if necessary a hearing may be held. Decisions are given by a simple majority of the members (H. I. O. paras. 115 and 116).

1. *Disputes concerning benefits.*—Any person who is dissatisfied with a decision regarding insurance benefit may apply to the health insurance enquiry commission of first instance for an enquiry; and any person who is dissatisfied with the decision of this commission may apply to the health insurance enquiry commission of second instance for an enquiry; and any person who is dissatisfied with this decision may bring an action in the ordinary law court (H. I. A. section 80).

2. *Disputes concerning contributions.*—Any person who is dissatisfied with the assessment or collection of insurance contributions or other monies under the Act may appeal to the director of the Bureau of Social Affairs, and any person

who is dissatisfied with the verdict of the director may appeal to the Minister of the Interior or bring an action in the administrative court (H. I. A. section 81 and H. I. O. para. 124). When an appeal is made to the director of the Bureau of Social Affairs the vedict is to be given after enquiry by the health insurance enquiry commission of second instance and when the appeal is directed to the Minister the verdict is to be given after enquiry by the health insurance enquiry commission of third instance (H. I. A. section 82).

APPENDIX I.

Extension of Social Insurance and Social Assistance.

Simultaneously with the introduction of health insurance, the workmen's compensation provisions were adopted and improved. Subsequent to its introduction, several Bills have been drafted by the Social Affairs Bureau for the purpose of enlarging the scope of the existing workmen's compensation and health insurance legislation and of covering additional risks; none of these Bills has yet become law. Moreover, the law relating to public assistance for the destitute has been made more liberal.

1. *Amendment of Workmen's Campensation Provisions.*—The Factory and Mining Acts of 1911, effective since 1916, provided for compensation in case of industrial accident, on the basis of employers' liability. An injured worker received 50 per cent. of his earnings for the first three months of temporary incapacity, and thereafter 33⅓ (1/3 ?) per cent. until the incapacity was found to be permanent. In case of permanent total incapacity, a lump sum of 150 days' earnings was paid, and in case of death, a lump sum of 170 days' earnings.

These provisions were amended in order to link them up with the Health Insurance Act and also to raise the rate of compensation. In case of industrial accident or disease, the worker receives sickness benefit from the health insurance office or society for the first 180 days of incapacity: thereafter the employer is individually liable to pay the worker an allowance equal to 40 per cent. of his earnings until the injury has healed. If the worker is found to be permanently incapacitated, the employer must pay a lump sum up to 540 days' earnings, and if he dies, a lump-sum of 360 days' earnings.

2. *Bill to extend scope of workmen's compensation.*—The purpose of this Bill, drafted in 1929 by the Social Affairs Bureau, is to institute workmen's compensation for workers engaged in certain hazardous undertakings not covered by the Factory and Mining Acts. It applies to numerous classes of workers, and in particular to those employed on railways, and in all other means of transport by land, in warehousing, water, electricity and gas undertakings, building, and civil engineering. The scale of compensation is to be prescribed. The Bill is to be introduced at the next session of the Diet.

3. *Seamen's Social Insurance Bill.*—In 1928 the Bureau of Social Affairs drafted a Bill to establish a comprehensive system of social insurance for seamen. The contributions which would have been required from employers and workers to finance this project were, however, regarded by both parties as too heavy, and the Bill was accordingly remodelled on a less ambitious scale. The Bill is to be introduced at the next session of the Diet.

The measure, which applies to all Japanese seamen and to officers, subject to a salary limit, provides medical treatment and periodical payments in case of sickness or injury and a funeral benefit, on the same scale as the Health Insurance Act; but it also grants allowances for a limited period to the seaman in case of invalidity, and to his dependants in case of death. The contribution is to be fixed at 5 per cent. of wages—2 per cent. each being paid by workers and employers, and 1 per cent. by the State.

APPENDIX II.

Opinions of Employers, Workers, and Doctors on the Health Insurance Act.

At the beginning of its operation, the Health Insurance Act was the object of a considerable volume of criticism from employers and workers alike, and also from the doctors. The employers wished to restrict the scope of the scheme or even abolish it altogether. The workers, or a certain section of them, considered that the whole contribution should be borne by the employers, and strikes took place in many works because employers refused to accede to this demand. The doctors were at first overwhelmed by insured patients, and thought that they had made a bad bargain.

In order to examine the complaints of the various interests, the Government appointed in July 1927 the Commission for the Investigation of the Health Insurance Act, consisting of officials, professors and representatives of employers' and workers' organizations. The Commission heard evidence from the parties concerned, and the chief points of their evidence are mentioned below. As the result of the Commission's investigations, the principal Act was slightly modified by an amended Act of 27th March 1929, and steps were taken to check the abuse of medical benefit.

Employers' Opinions.—A number of large associations of employers, including the Tokyo and Osaka Chambers of Commerce, the Industrial Club, the Spinners' Association and the Mineowners' Federation formulated proposals for the amendment of the Act.

The following are some of the chief points upon which these associations take a common view :—

(1) Injury and sickness arising out of employment should be excluded from the Health Insurance Act, and should continue, as formerly, to be dealt with under the compensation provisions of the Factory and Mining Acts.
(2) The amount of the State grant should be increased.
(3) Salaried employees should be either excluded from the scope of the scheme or be included as voluntary contributors.
(4) The supervision exercised by the Government over the health insurance societies should be relaxed.
(5) Benefits should be withheld in cases of venereal disease and chronic or endemic diseases which are difficult to cure.
(6) The procedure for the grant of benefits should be simplified.
(7) In order to encourage insured persons to moderate their claims, provision should be made for rewarding those who make no claims within a certain period.
(8) The system of medical treatment should be improved : the freedom of choice of doctor must be restricted.
(9) Existing mutual benefit societies should be allowed to administer health insurance.

Some employers contended that the risks were already sufficiently covered, before the introduction of compulsory health insurance by the compensation provisions of the Factory Mining Acts and by the mutual benefit societies : they therefore advocated the repeal of the Health Insurance Act. Others drew attention to the considerable increase which had occurred during the first six months of 1927 in the percentage of workers absenting themselves from employment.

Workers' Opinions.—There was some divergence of opinion between the left and right wings of the labour movement as to the amendment of the Act : the most conspicuous point on which they differed was that, while the latter were willing to pay part of the contribution, the former insisted that the whole cost should be borne by the employers and the State. The workers as a whole seem to have been in agreement upon the following points :—

(1) The principle of compulsory health insurance is sound, but the Act required amendment.
(2) The system of medical treatment should be improved.
(3) The share of the cost borne by the employers and the State should be increased.
(4) The scope of the Act should be extended, irrespective of budgetary considerations.
(5) Dividends should be paid from contributions to persons who claim little or no benefits.

In addition, the Japanese Labour and Farmers' Party, which represents moderate trade union opinion, advocated certain other changes—

(1) Benefits for industrial accidents should not be provided under the Health Insurance Act, but under other legislation.
(2) The collective agreement with the Japan Medical Association should be cancelled, and doctors should be employed directly by health insurance institutions.
(3) The procedure for the grant of benefits should be simplified.

The Social Democratic Party, representing the right wing of the trade union movement, demanded that the health insurance societies should be administered solely by the workers, and that compulsory insurance against old age and unemployment should also be instituted.

Doctors' Opinions.—When medical benefit began to be granted in January 1927, the surgeries of insurance doctors were flooded with insured patients, many of the persons

suffering from slight ailments, and hardly needing medical attention. On the basis of the experience of the mutual benefit societies, loaded by 50 per cent., it was estimated that the average number of days on which an insured person would require medical treatment would be 17 1/3 days a year. It was upon this figure that the collective agreement of the Government with the Japan Medical Association was based, with the expectation that the value of a " point " under that agreement would be 0·20 yen. In fact, however, the demands on the services of doctors greatly exceeded the estimate—the number of days of treatment rising by 70 per cent. over the expected figure. In consequence the value of the " point " was only 0·094 yen in March, 0·089 in April and 0·087 in May 1927.

In these circumstances the doctors became very discontented. Many demanded that the collective agreement should be cancelled. In some localities they took concerted action to refuse their services. Those who continued to serve adopted a policy of discrimination between private and insured patients, to the detriment of the latter: this policy gave rise to complaints from the insured.

The Japan Medical Association made a number of proposals for the improvement of the medical service, in particular, to the effect that no medical benefit should be given for illnesses which do not affect the working capacity of the insured person and that a waiting period of not more than seven days must be introduced.

Action by the Government.—The recommendations of the Commission for the investigation of the Health Insurance Act were of a moderate character:—

(1) Salaried employees whose remuneration exceeds 1,200 yen a year and who are at present excluded should henceforth be included unless they individually claim exemption.
(2) The health insurance offices should administer the insurance of all voluntarily insured persons.
(3) An insured person should be required to bear part of the cost of medical benefit for sickness or injury not arising out of his employment.
(4) The rate of sickness or injury benefit should be increased where the sickness or injury arises out of employment and decreased where it does not so arise.
(5) The post offices should, if possible, be used for the purpose of collecting contributions.
(6) The State should, in addition to its present charges, bear the cost of administration.

The Amending Act, which was passed on 27th March 1929, did not carry out these recommendations. The Bureau of Social Affairs considered that it was necessary to have further experience of the working of the scheme before any considerable changes were introduced. It modified the legal procedure for the enforcement of the payment of contributions, raised the rate of funeral benefit, and deprived insured persons of their right to benefit when the sickness or injury is due to " notable misconduct ".

Administrative measures were, however, taken to check the abuse of medical benefit by insured persons and to secure adequate treatment by doctors. Sixteen medical inspectors were appointed for this purpose. These measures have been so effective that the value of the " point " rose to 0·128 yen in October, 0·156 yen in December 1927, 0·164 yen in January and 0·188 yen (*i.e.*, almost to the expected value of 0·20 yen) in February 1928.

BRITISH SOCIAL HYGIENE COUNCIL.

Memorandum in relation to venereal Disease.

In view of the recent study made by the Delegation which visited India in 1926-27 from the British Social Hygiene Council at the invitation of certain of the Provincial and States Governments and the subsequent establishment of Branches of the Council in India, to survey the position relative to venereal disease and social hygiene, the Council accepted the invitation. The Executive Committee appointed a special Sub-Committee to review the information already in the possession of the Council, to collect further information and to prepare a memorandum of evidence.

The Sub-Committee consisted of :—

Chairman	J. A. Richey, Esq., C.I.E., late Commissioner for Education with the Government of India.
Major-General H. Hendley, C.S.I., I.M.S.	Late Deputy Director of Medical Services in India. Inspector General of Civil Hospitals, Punjab.
Miss L. I. Lloyd	Lately Assistant General Secretary, European Association in India and Government nominee to the Corporation of Calcutta.
Sir Charles McLeod, Bt. ..	Of McLeod and Co., Calcutta.
Lady Tata.	
Dr. J. E. Sandilands, M.A., M.D. ..	Late Medical Officer of Health, Bombay.
Major J. M. Shah, I.M.S. ..	V. D. Officer designate Provincial Government of Bombay.
Colonel Evans, I.M.S. (Retired) ..	Lately Professor of Obstetrics and Gynæcology at Medical College, Bombay.

With the Committee were associated :—

David Lees, Esq., D.S.O., F.R.C.S. } Members of the Delegation to India.
Mrs. Neville Rolfe .. .. }

The Sub-Committee finding that no specific information on the subject of venereal disease among the industrial population of India was available framed and issued at the close of last year a questionnaire.*

The questionnaire was particularly designed to elicit evidence on the following points :—

(*a*) The extent to which opportunities for the diagnosis and treatment of venereal disease existed for the industrial population in India.

(*b*) The known prevalence of syphilis and gonorrhœa where facilities for its detection existed.

(*c*) The probability of infection being diffused from industrial centres through the countryside.

N.B.—It was frequently stated to the Delegation when in India that venereal disease was mainly confined to the ports and large industrial areas. On the other hand opinions were expressed that disease was prevalent and becoming more widely disseminated in these rural districts from which the migrant labour in the large industrial centres was recruited and that the practice of

*Not printed.

attracting labour to industrial centres under conditions that necessitated a man leaving his family in the village led to social difficulties that contributed to the spread of disease.

The questionnaire was issued to Branches of the Social Hygiene Council in Bombay, Madras, Calcutta and Burma with the request that they would seek the co-operation of the Surgeon General and of the Chambers of Commerce in distributing the questionnaire to those in a position to furnish replies. Requests were submitted to the Surgeons General to issue the questionnaires to district medical officers and to the Chambers of Commerce to issue them to the employers of labour. In Bihar and Orissa, the Punjab and the United Provinces similar requests were made direct by the British Social Hygiene Council to the Chambers of Commerce, the Directors of Public Health and the Inspectors General of Civil Hospitals, and it is only through this assistance that the Council have been able to prepare this Memorandum.

One hundered and sixty replies have been received up-to-date. These replies, which cover the conditions affecting approximately half-a-million of employees, have been carefully analysed and studied by the Committee.

They fall naturally into four categories according as they relate to :—

(1) Large centres of industry such as Bombay, Ahmedabad, Cawnpore, Nagpur and Rangoon.

(2) Single industrial enterprises whose situation has been determined by local and natural resources, such as the Tata Iron and Steel Works at Jamshedpur, the coal mines at Jharia, the Manganese mines in the Central Provinces, the Egerton Woollen Mills at Dhariwal.

(3) Tea gardens in Assam and Bengal.

(4) One or two large public enterprises such as Railways whose employees are spread over a number of centres.

A.—From the returns received it appears that facilities for modern methods of diagnosis and treatment of venerea disease are available only in a few large cities such as Bombay and Madras.

The Medical services supplied by the employers in the large majority of cases do not include treatment for venereal disease. Of the two hundr ed firms who have supplied statistics, thirty-five employ medical men trained in Western Universities, one hundred and three employ medical men who obtained their qualification at some Indian Universities.

At none of the Universities or medical schools in India has the curriculum up to now included any special training in the diagnosis and treatment of venereal disease. Graduates in medicine in Indian Universities have, however, had the requisite training to enable them to profit by the provision of post graduate courses in this subject.

The cost of the drugs required for the treatment of syphilis and gonorrhœa would be beyond the financial resources of the patient and would not be a charge that could be legitimately imposed on the employer.

The efficient treatment of either syphilis and gonorrhœa is, however, not possible without drugs and appliances or access to a laboratory service both for purposes of diagnosis and for the ascertainment of cure. The absence of a sufficient supply of drugs and of suitable laboratory facilities at a low cost or free for the qualified medical practitioner at present makes it impossible to provide any effective scheme for treating venereal disease on a large scale

B.—With the general absence of facilities for proper diagnosis it is impossible to gauge the incidence of venereal disease among industrial workers in India. In some cases even when such facilities exist employers report that the work-people prefer in the first instance to consult practitioners of indigenous systems of medicine or use quack remedies before coming for treatment by the qualified medical staff. Consequently venereal disease is not often returned as a cause for absenteeism or withdrawal from employment.

As an indication of the urgent need for action and of the serious and increasing damage to the population as a whole which will accrue from a continued and extended dissemination of syphilis and gonorrhœa may be cited the following evidence.

Bombay.—The Certifying Surgeon of Ahmedabad submitting a general return for some 40,000 work-people (men, women and children) employed in thirty-eight mills in that city, estimates that 6 per cent. are infected with syphilis and 8 per cent. with gonorrhœa.

This estimate is borne out by the detailed figures supplied by the Raipur Mill in Ahmedabad. Of its 1,400 employees, 129 were treated for syphilis and 146 for gonorrhœa in the last year.

Central Provinces.—The Manager of the Empress Mills, which employ some 8,800 hands, writes very forcibly of the prevalence of this evil. He states however that the workers only come to the Mill doctors for treatment " when native remedies fail ". He gives statistics showing about 175 cases treated annually.

The medical officer of the Burhanpur Tapti Mills employing over 1,500 people estimates that between 10 and 15 per cent. are suffering from venereal disease.

United Provinces.—The Medical Officer of Health, Cawnpore, states that the British India Corporation statistics show that 1·5 per cent. of their staff is infected with venereal disease.

Bihar and Orissa.—The Tata Iron and Steel Works employ over 24,000 hands. Of these 1,281 were treated for venereal disease at the Company's hospital last year.

Burma.—No hospital statistics are supplied but the estimates of qualified medical officers attached to various mills in Rangoon are startling, varying from 15 per cent. to as high as 60 per cent. of infection among the labourers.

Assam and Bengal Tea Gardens.—Here the incidence of venereal disease is reported to be very low owing to the fact that the coolies live a normal family life in well-organized village communities. Venereal disease is chiefly confined to new recruits.

C.—An analysis of 121 returns in which the statistics for immigrant labour are supplied, show that of 256,430 workers 131,239 are immigrant; of the immigrants 101,854 are men, who in 47,690 cases are accompanied by their wives. The figures for the city of Bombay are particularly significant. Of 54,624 workers 46,905 are returned as immigrants, of these 30,184 are men, only 9,311 of whom are accompanied by their wives.

In view of these figures the Council have asked the Surgeon-General of the Bombay Presidency if it would be possible for him to arrange for a survey of the villages in the Satara and Ratnagiri Districts, from which it is reported that many of the labourers are recruited, and of other villages which do not supply labour with a view to ascertaining whether there is evidence that any

greater prevalence of venereal disease in the former could be attributed to the return of infected labourers from the city.

The system of temporary unions with local women in industrial centres is only reported from Burma.

Although a number of firms report the existence of schools, sports clubs and gymnasium for their employees, very few have any organized system of welfare work such as is found at the Tata Iron and Steel Works at Jamshedpur. On the other hand in reply to the enquiry as to whether, if film illustrated lectures were made available, the management of the works would give facilities for their display to be accompanied by lectures, was answered in the affirmative by practically every mill.

We would suggest that this would provide an extremely useful avenue through which public enlightenment on general matters of health including venereal disease could be disseminated under the auspices of the Government Medical Services provided material for visual education was made available.

SOCIAL AND ECONOMIC CONSEQUENCES OF VENEREAL DISEASE.

It is recognized that venereal disease is only one aspect of the public health problem, but it is agreed by all medical authorities that, in view of the serious consequences of untreated syphilis and gonorrhœa on the health and working capacity of the individual and of its direct effect on offspring, it is an aspect of primary importance.

Medical men with long experience are agreed that these diseases are widely prevalent in the large towns throughout India. For example, Colonel Scott, Professor of Pathology, King George's Medical College, carried out a Wassermann test on all patients who went to the Kasauli Institute for the treatment of dog bite. He found by this means that about twenty-two per cent. of them were syphilitic. The opinion of some of the professors of the Lucknow Medical College is that about 20 per cent. of the adult population of Lucknow suffers from syphilis and gonorrhœa.* At the same time although the incidence of venereal disease in rural districts may at present be small, there is a danger of its spreading there because of the gradual absorption of men from country districts by industrial towns. If those men contract venereal disease and the condition is untreated or improperly treated, they carry infection back to their wives and families, so that venereal disease must spread slowly but surely throughout the entire population.

Moreover, many of those who suffer from untreated venereal disease will fall victims to sequelæ, conditions which develop in the prime of life when a man's output should be at its highest. While recognizing that the incidence of the different sequelæ of syphilis varies in different races, the following figures are quoted as an index to possible proportions.

It has been estimated for England and Wales, that every 100 cases of untreated syphilis in males will in due course, give rise to four cases of General Paralysis of the Insane, two cases of Locomotor Ataxia, and sixteen cases of sudden death from heart disease. There are no figures from India which would be used for comparison with the above, but medical men are agreed that at least one of these conditions, namely heart disease of syphilitic origin is very prevalent, and Major-General Sir Leonard Rogers, late Professor of Pathology, Calcutta, gives it as his considered opinion that the elimination of syphilis

*A. B. Sousa, Assistant Director of Public Health, United Provinces, India. Paper given at 4th Imperial Social Hygiene Congress, July, 1929.

would reduce organic disease of the heart and of the large blood vessels in Bengal, and probably in the greater part of India, to negligible proportions.

Further, it must be realized how skilled workers are insidiously rendered inefficient by venereal diseases and how the output of workers is lowered over long periods of time as their energies are sapped by their after effects. Major Hassan Suhrawardy of Indian State Railway Medical Service considers that it is not the enervating climate and the trying environment and working conditions of India which cause neurasthenia amongst workmen, but that in a large number of cases the determining cause is badly treated venereal disease.

As evidence of what can be effected by realizing that industrial inefficiency from the effects of venereal disease is an economic problem, we quote the experience of a large industrial firm in the United States of America which installed in its works facilities for diagnosis and treatment. As the result labour efficiency improved by 33½ per cent. in one year, and the firm estimated that it had gained 40,000 dollars from its investment in the clinic.

Another aspect of paramount importance is the effect of venereal disease on women and children, and the splendid results obtained from ante-natal treatment. Recent figures compiled from a treatment centre in London show that from 300 untreated syphilitic mothers there were only 41 healthy children born of every 100 pregnancies. Of the same 300 mothers, after ante-natal treatment for syphilis had been instituted there were 91 healthy children born of every 100 pregnancies.

While we must again point out that the above figures may not apply in their entirety to India, they serve as an index to possible findings.

In view of the above facts, the Council submit therefore, that it would be to the social and economic advantage of the Provincial Governments in India to take serious cognisance of syphilis and gonorrhœa among the general population of India ; that the industrial centres and large works and plantations provide a useful organization through which the Government could, at relatively little cost, secure the active co-operation of the employers in public enlightenment and where necessary, secure the provision of facilities for diagnosis and treatment for a large number of the employed population.

RECOMMENDATIONS.

It is urged that pending the development of the public health services for the whole population of India it is important that the prevalence of venereal disease should be reduced in the industrial community, particularly among the immigrant groups of workers in order to check the dissemination of disease throughout rural India.

The recommendations of the Social Hygiene Delegation of 1926-27 to the Provincial Governments visited included :—

(*a*) The appointment of a venereal disease specialist to the staff of the Civil Surgeon.

(*b*) The provision in co-operation with the Government of India of increased laboratory facilities to be provided free for hospitals and to recognized venereal disease officers.

(*c*) The provision of an adequate supply of drugs to the recognized hospitals and to the venereal disease treatment centres.

(*d*) That the venereal disease service throughout the provinces should be co-ordinated and under the supervision and direction of a fully qualified venereal disease specialist.

Action along these lines has already been initiated by the Provinces of Bombay and Madras. So far as is applicable to the present enquiry the British Social Hygiene Council wish again to recommend these and to add thereto the following recommendations :

From the analysis of the return received it is pointed out by some of the employers that the knowledge on the part of the employer that the worker had contracted venereal disease would tend to act as a deterrent to workers seeking treatment from the Medical Officer employed by the firm. The Committee are of the opinion therefore that where the population is sufficient to warrant it, better results would be obtained by the establishment of a Government Treatment Centre in the town. It is anticipated that the dissemination of information among workers will overcome this difficulty in India as has been the case in other communities. We believe that for the groups of industrial workers in rural districts it will be possible to secure the attendance of those infected for treatment for venereal disease by the Medical Officer of the firm if in preliminary lectures, the point is stressed that no penalties will accrue to the individual patient.

(*a*) That free treatment centres be provided by the Provincial Governments in all centres containing an estimated industrial population of over 10,000 such as Nagpur, Ahmedabad and Cawnpore.

(*b*) That industrial concerns not situated in centres served by a Government clinic and employing more than 1,200 workers should employ a medical man qualified to diagnose and treat venereal disease, or should give their medical attendant the opportunity to attend a post-graduate course to enable him to qualify to diagnose and treat venereal disease. Any such centre supervised by a competent medical man should, from the financial standpoint, be recognised as part of the Government system for the prevention of venereal disease.

(*c*) That in order to make the foregoing recommendation effective the Provincial Government should arrange for post-graduate courses in the diagnosis and treatment of disease for qualified medical men. These men when qualified to the saisfaction of the Surgeon General should be recognized as competent to receive supplies of drugs for the treatment of syphilis and gonorrhœa and have the use of the services of Government laboratories.

(*d*) That the Provincial Health Departments should, for the centres required under recommendation B. provide material for visual education—films, diagrams, slides, etc.—on problems of public health including venereal disease. A systematic campaign of public enlightenment shuld be undertaken in co-operation with employers of labour either through a propaganda department fo the Provincial Government or through appropriate voluntary agencies such as the branches of the British Social Hygiene Council established in Bombay, Bengal and Madras.

PART II.

Oral Evidence.

Minutes of Evidence taken before the Royal Commission on Labour in India.

LONDON.

First Meeting.

Wednesday, 9th July 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

The Rt. Hon'ble V. SRINAVASA SASTRI, P.C., C.H.
Sir VICTOR SASSOON, BART.
Sir IBRAHIM RAHIMTOOLA, K.C.S.I., C.I.E.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABEER-UD-DIN AHMED, Bar.-at-Law.
Mr. JOHN CLIFF.
Mr. N. M. JOSHI.
Diwan CHAMAN LALL.
Miss B. M. LE POER POWER.
Lt.-Col. A. J. H. RUSSELL, O.B.E., I.M.S. (*Medical Assessor*).
Mr. S. LALL, I.C.S. } (*Joint Secretaries*).
Mr. A. DIBDIN. }

Mr. HAROLD E. CLAY, National Secretary for the Passenger Services Group of the Transport and General Workers' Union.

L-1. *The Chairman* : Mr. Clay, we are very much indebted to you for coming to help us this morning, and, in particular, for the admirable memorandum which you have submitted to us on the matters on which we wish to consult you. You are the National Secretary for the Passenger Services Group of the Transport and General Workers' Union ?—Yes.

L-2. And you have held that position, I understand, for some time ?—That is true.

L-3. Could you tell me for how long ?—Since 1925, but prior to that I was a full-time officer of the Union, working for 21 or 22 years in association with the passenger industry.

L-4. And you have almost, I might say, a lifelong experience of trade union organization in connection with transport ?—That is so.

L-5. And in particular you have been concerned with the organization of the Transport and General Workers' Union ?—And with the unions that made up that amalgamation.

L-6. Under the unions that came together to make up that amalgamation ?—That is so.

L-7. And in the course of your work in that connection you have had to consider the question of how far works committees, or works councils, whichever name you give them, can form part of a trade union organization to protect the interests of your workers, and also to co-operate where you think fit with the management of the industries with which you are concerned ?—That is so. We would say that joint machinery of various kinds has been considered by us and adapted in various forms at different times.

L-8. You will understand, perhaps, that I have a little paternal interest in this question, and I was much gratified to read the account which you have given us of what has been done in your industry. May I just take you over one or two points in your memorandum ?—If you please, Sir.

L-9. The group of workers that you represent covers more than 97,000 road passenger workers ?—That is so.

L-10. You tell us that as one of the means for the consideration of the questions in which you are concerned, provision has been made within the constitution of the National Council for works committees ?—That is so.

L-11. Then you give us the objects for which those works committees have been constituted ?—Yes.

L-12. " To provide means whereby the workpeople may be given a wider interest in, and greater responsibility for, the local conditions under which their work is performed " ?—Yes ; in fact, we set out the constitution of the works committees in full.

L-13. That is to say that the works committees are constituted with the good will, in fact with the co-operation, of the union itself ?—Yes. I ought probably to explain that the union and the two employers' associations make up the Tramways National Joint Industrial Council, and it was that body in the first instance that evolved the constitution for works committees under which the bulk of the undertakings are now working, and the unions, with the employers' associations and with the individual employers, have been whole-heartedly in favour of the development of works committees or other forms of joint machinery.

L-14. May I take it, then, that the secret of the success of your scheme is due to the fact largely that from the very beginning it has been a joint work of construction ?—I think that is so.

L-15. And I am interested to see that amongst your objects you put in No. 4 : " To promote the efficiency and success of the undertaking, and to secure the co-operation of all concerned to those ends " ; and No. 5 : " To promote the efficiency of the services and the investigation of circumstances tending to reduce efficiency, or in any way interfering with the satisfactory working of the undertaking." Then the next point which I note particularly is that you provide for the meeting of these works committees at regular intervals. You also tell us that " meetings of works committees shall be held at regular intervals of about four weeks."—We regard that as very essential. In fact, if you do not make provision for regular meetings you do not get the same degree of attention on the part of your people, and you do not get the same regard and the same interest taken in the machinery. As a matter of fact, one of the best features of the works committee machinery that we have is that men do know that on given days, or in a given week, the problems that have arisen, whether they be small or of a larger character, can be dealt with and can be disposed of ; and it is the fact that they can be disposed of that is important.

L-16. The next point that I particularly noticed in your memorandum is that " No recommendation shall be regarded as made, or resolution passed, unless it is approved by a majority of the members present on both sides of the works committee." That follows, in the works committee, the procedure which I think applies in the Joint Industrial Council ?—Yes, excepting that I do not think you get just the same difficulties arising from that in the works committee that you get on some of your national councils, because there in the national body you may get

what we term a " no decision ", but in the works committee the view is accepted that it is largely a matter not of voting but of agreement.

L-17. Exactly. Thank you. Then you give us particulars of the undertakings which are covered by this arrangement. There are the Metropolitan Electric Tramways, Limited, the London United Tramways, Limited and the South Metropolitan Tramways and Lighting Company, Limited. Further, you give us particulars of the working of this system in other places than London ?—Yes. I would not like the Committee to feel that these are the only places where works committees are in operation. I took these really because they represent, from the standpoint of constitution, different types, although their work is in essence the same.

L-18. Yes. They may be taken as typical instances of the successful working of works committees with the good will and support, indeed as part, of the general trade union machinery ?—Yes, with the further point that we have given these to show that in composition we are not rigid. While the trade union or the trade unions represent the workers' side, there is provision for a different method of election and for a different form of representation.

L-19. Yes, that is so. It is important in any system of this kind that its particular form should be evolved within the industry itself ?—Yes, and with due regard to local conditions.

L-20. Exactly. It is only those people who are spending their days within the particular industry or within the particular locality that can frame the best constitution in their particular case ?—That is so ; and not then be afraid of amending where they find the need for it.

L-21. Dealing about sub-works committees, you give us an interesting table showing how many cases have been considered in a period, and how many of them have been disposed of. I suppose one may take it, for instance, that taking the first line, where there are 65 matters considered, 53 were disposed of by the sub-committee,—that is, disposed of by agreement between the two sides ?—That is so, although in this regard I think it will be well if you can take the more complete table that Mr. Spencer has prepared, because he deals with the position over the whole period of the existence of the works committees, and it does elaborate rather more in detail the point that I have set out roughly here.

L-22. *Mr. Cliff* : I take it that the second column there does indicate cases in respect of which a decision has been reached ?—That is so, and in the main disposed of at the first meeting without any reference back.

L-23. *The Chairman* : You give us the views of your Union : " The view of the Members and Officers of the Union is that on the whole the machinery works very satisfactorily. A number of questions which may appear to be relatively unimportant, but which have a direct bearing upon the comfort and working conditions of the men can be dealt with, and as the records show decisions reached. The fact that the meetings are held regularly gives the men an added satisfaction for matters are not allowed to drag on from month to month without a settlement." That is most interesting. Then you tell us about the Walthamstow Corporation Tramways, the Birmingham Corporation Tramways and Omnibuses, and the Leeds City Tramways, the London General Omnibus Company—that is a case where there has been felt so far to be no pressing need for works committees, although you have provision made for them in the constitution ?—Well, we treat the London General Omnibus Company as a unit, and while we have no works committees as commonly understood, we have

various forms of joint machinery. One of the types is set out here, and, as you will see, it not only is a very valuable piece of machinery, but it has a fair volume of work to do, as the record of cases dealt with indicates.

L-24. During our investigations in India we found, on the part of trade union officials, a rather widespread suspicion of works committees as being things that were antagonistic to trade unions. You know, I imagine, as a matter of history, that in past days there has been that same suspicion in this country in some places ?—Yes, I believe I have heard of it and met it.

L-25. But your long experience appears to show that where the matter is approached in the right way—I mean, from the very beginning it is a question of joint construction, and the schemes prepared within the industries themselves, not imposed by any outside or higher authority—there the system brings success and brings benefit both to the employers and to the workers ?—I think in general I would agree, but I feel there are dangers that one has not to be unmindful of ; but providing that the union and the union representatives realize that they must retain their independence and their freedom of action, then I feel that the works committees are a very valuable part of industrial organization and trade union structure.

L-26. *Mr. Sastri* : Would you kindly explain to me—I am rather ignorant of this subject—what is the co-ordination between the National Council, the district council and the works council ? I do not quite understand the situation.—Well, in the first place the two employers' associations elect representatives to the National Council. The Union, on the other hand, elects the employees' side or the workers' side. The representatives on the District Council are elected in a similar manner to those on the National Council ; in addition the National Council members from the various districts are *ex-officio* members of their District Council.

The Works Committee is elected independently. The workers' side is elected from and by the trade union members employed on the particular undertaking and the employers' side from and by the Management of the undertaking. The Works Committee operates under the constitution of the National Council, its actions must be in conformity with the agreements of the National Council. There is, therefore, unity and cohesion between the Works Committee, the District Council and the National Council.

L-27. So then do you report every now and then to the national organization ?—In practice the minutes of the works committees would go to the Secretary of the District Council. If the District Council or the Secretary feels that there is nothing of importance, the minutes are received. The matters of importance would receive consideration, or some recommendation or resolution from the District Council. The minutes of the District Council, in turn, go to the National Council, where the same procedure is followed, minutes being received if there is no special business that calls for particular mention.

L-28. You say you are the National Secretary. Would you attend, as a rule, the works committee meetings ?—Not as a rule, although I have that right, and have on occasions, when special business has been considered in London and elsewhere, been invited to attend. But we feel that it is better from the works committee side that it should be a works committee without undue interference from those of us who are national officers.

L-29. Would you mind giving me a picture, as it were, of a meeting of a works committee, how it is composed, how people sit together, and give me a typical instance of a subject which is discussed ?—We sit together very much as we sit here this morning. As a matter of fact, it is a committee.

L-30. Do the employers and the employed sit together, mixed up, or do they sit on opposite sides of the table ?—At the last meeting which I attended—and I am pleased to say Mr. Spencer is here, and we were both together—we met in one of the rooms of a depôt after we had been going round inspecting cars and car equipment, vestibule fronts, and a number of problems in which we were jointly interested. After this inspection we adjourned to the mess-room, and I do not think we were very much concerned as to how we were appointed ; we were concerned with being members of a committee with certain problems to face. We got down to face those problems. As a matter of fact, they were questions of what we term deficient sand gear raised by our members, questions of running time, questions of allocation for meal reliefs, and a host of other what one might term ordinary routine problems, none of which might be regarded as important, but each of which, if not attended to, would produce an atmosphere in which it was difficult to deal dispassionately with a bigger problem ; and I think, if I may say so, that that is one of the most valuable aspects of works committee operation. You do produce an atmosphere in which your bigger problems, those that might create trouble, can be faced more dispassionately than would be the case if there was the irritation due to a number of minor difficulties not having been adjusted.

L-31. In the process of your evolution have you now arrived at a definite line of demarcation between what is specially the union's activity and what is specially the works committee's activity, or do you overlap ?—Well, I think the union is an integral part of the works committee.

L-32. Or is the works committee an integral part of the union ?—We have not yet taken over all the employers' jobs. No, I think that both the employers and ourselves regard this as a piece of machinery which we can jointly work for the handling of particular problems, but we realize that there are other problems that must be dealt with through the ordinary machinery for negotiations, and if there cannot be a settlement, well, we may have a break, or we may go to the machinery of the National Council, through which we have made provision for dealing with the wider problems.

L-33. You speak here of the expenses being shared equally between the employers' side and the employees' side ?—That is so.

L-34. Are the expenses very heavy in these cases ?—Not in the main. Where we speak of expenses there we speak of the ordinary expenses of the machinery side of the Council. The other costs would be the costs for loss of time, and we make provision so that there is no loss of time in attendance at works committee meetings. That is met by the employers as if it was working time.

L-35. How are the expenses of the working committee met,—by a special subscription or by a subsidy from the general funds ?—No, we meet them from the ordinary Union contributions. We regard this as one of the types of service that the Union can provide for its members.

L-36. So the Union pays all the expenses of the works committees ?—We pay the expenses that would fall on the workers' side, and the employer would pay the expenses that fall on his side.

L-37. You say that the joint secretaries are an officer of the Company and an officer of the Union. The District Secretary of the Union is always elected, is he not ?—In our case he is appointed. He is appointed by the Executive of the Union after examination, but he is a full-time officer of the Union ; he is not a man working on the job, he is a whole-time servant of the Union.

L-38. The officer of the Company who is selected is selected by the Company, not by the employees. You have no voice in the selection of that officer ?—No ; we claim the right to select our own person, and we have to give the same right to them.

L-39. You say the works committee can deal with any question which is covered by the constitution, but not with matters which would conflict with the national agreements. Will you just give one or two instances of matters which would form part of the national agreements ?—For example, we have two agreements in the tramway industry, one dealing with wages, the other dealing with conditions. In our conditions agreement we make provision for an average 48-hour week, which is guaranteed, but it is averaged over a period of weeks, or it may be averaged over a period of weeks. Now, the question of average is a matter that can be discussed within the system, within the particular undertaking. Now, the works committee could not make any decision that would take the average outside the thirteen weeks. Then there is the question of duty schedules, which are an important part of road passenger work, and probably the most important. There is certain elasticity or fluidity provided for in the agreement with regard to the calculation of duty schedules. We may try, through the works committee, to get down to the minimum that the national agreement allows, but we could not exceed the maximum. Then there are questions such as spread-over, which is the question of the time which a man may take to get a particular duty. That is a matter that could be discussed by the works committee, because it is left in that way by the national agreement.

L-40. There is one question about the general relations. In India we are not yet well organized in these matters, and it is difficult for us always to judge. Would you say from your experience that trade unions and works committees must both exist together, or could the trade unions manage all the business themselves without the mediation of works committees as a rule ?—Well, I think it would be better for the trade unions to manage the business, but out of our general experience we have found that whether we call them works committees or not, we have to evolve some form of joint machinery for handling problems which are of common interest to both parties.

L-41. So it would not be said that they were in any way alternatives ?—Where they have been put forward in that way we have strongly resisted them, because then they become organizations in the pockets of the employers, and the trade unions must retain their independence of action and their independence in organization.

L-42. *Sir Ibrahim Rahimtoola* : In your memorandum you give a list of objects and the constitution. In the constitution you say the members of the workpeople's side must be employees—that is to say, employees of the undertaking ; no one who is not an actual employee of the undertaking is allowed to be a member ?—That is so, other than the Secretary.

L-43. Then in the statement of objects you say that the object is " to promote the efficiency and success of the undertaking, and to secure the

co-operation of all concerned to that end". I take it that the trade unions of the workers' organization realize that the success of the undertaking is materially to their advantage ?—I think they realize that the more there is made, the more there is to divide.

L-44. Exactly. Then you say, "To promote the efficiency of the services and the investigation of circumstances tending to reduce efficiency, or in any way interfering with the satisfactory working of the undertaking." The workers realize that the success of their undertaking would secure to them better advantages than if the undertaking was not successful, and with that view they co-operate with the employers to secure the best efficiency possible in the services ?—Well, I would not say that that is exactly the view of the workers, but I think that their view would be that the more successful the undertaking is, and is made, the better chance there is for their having a higher standard of life and better conditions ; but they realize from experience that there are occasions where an industry may be efficient, it may be well run, but the division of the results of labour are not satisfactory.

L-45. Quite ; but the fundamental point remains, that unless workers co-operate in running the undertaking in as efficient a manner as is possible, there is no hope for their own future prospects ?—Well, we should say that in co-operation lies their chance of future prospects.

L-46. And every worker is educated and literate here in Great Britain ?—I think that is a very big factor.

L-47. Then there is one further question I should like to ask. You have all these joint organizations which, after deliberation, reach certain decisions. How are they enforced ? Are the decisions of the representatives meeting in these committees loyally carried out by the workers, or is there any conflict between the representatives in the committees after they have reached a decision and the body of the workers in carrying out those decisions ?—I think the best answer one can give would be that these decisions are not enforced, but they are accepted, and our experience has been this, both in the works committees and on the National Council, that we have had very few instances indeed where decisions, once having been reached, have not been carried out loyally by both sides. It has sometimes been difficult to get a decision, but once having reached a decision there has been a wonderful amount of loyalty to the institution, if I may use that term, on both sides.

L-48. And the workers clearly realize that that loyal co-operation is essential for the success of the undertaking in the joint interests of both employers and employees ?—I think they do.

L-49. *Miss Power* : The evidence of certain witnesses deals very largely with classes of employment where there is strong trade union organization. Do you consider that strong organization on the workers' side is an essential condition to the effective working of works committees ?—I think it is ; I think it is very important.

L-50. Have you any experience of works committees in industries that have no organization ?—I have experience of so-called joint committees, where there is no trade union organisation, and where I think I would say that the joint committee tends to become an appendage of the employer, and is liable to be disbanded if it becomes a little awkward. I think there must be organization on the workers' side, and independence in action.

L-51. In the case that you refer to, did the existence of that committee lead to organization on the part of the workers ?—I would not say that it

led to organization exactly in all cases, although we find that organization does exist at the moment. It is difficult, of course, to say just what are the factors that have led to organization.

L-52. You would not subscribe to the opinion expressed to us sometimes in India, that works committees act as rivals to trade unions, and are therefore looked upon as objects of suspicion by the workers ?—They may act as rivals, but then I do not think they are works committees in the sense in which we understand them, as being joint machinery voluntarily entered into by both sections in industry. I think there, where you get that type of works committee, there should be no conflict between the works committee and the trade union. As a matter of fact, the trade union is the one side of the works committee.

L-53. Supposing there were no national agreements regarding the two essentials of hours and wages, do you feel that under such circumstances a works council should still be precluded from dealing with them ?—I think much depends on the kind of industry, and its state of development. Our drive here has been, as you know, in the bulk of industries for national agreements, although in certain industries where there is no national agreement joint machinery is in existence, and in some of the localized industries in Yorkshire there has been joint machinery in existence, as the Chairman knows, for a considerable number of years—in fact, joint machinery that goes a long way further than the machinery dealt with here.

L-54. But do the committees in that case deal with hours and wages ?—In the localized industries they may, and they go further, and deal with cases of discipline and quite a host of other problems.

L-55. I was about to pass on to that very point, and ask you whether you agree with Mr. Spencer that works committees must not interfere with discipline and management ?—I think I do, in the sense in which Mr. Spencer puts it forward. I think the questions that arise out of what are termed discipline and management are probably better dealt with by direct negotiation than through this particular form of machinery.

L-56. *Mr. Joshi* : Miss Power just asked you a question about the difficulty of establishing works councils in a trade which is not organized. I want to know whether the trades which you represent are fully organized, or are there any workers who are not in the organization ?—Unfortunately there are a few, but we would regard the industry that I represent as being fairly well organized.

L-57. That is true. Do those people who are not members of any organization insist upon being represented on the works committee ?—They sometimes put forward a claim, but we say that representation follows payment.

L-58. And there is no subscription for the works committee ?—No, the subscription is to the trade union, and we have to say that if you do not pay for service, well, you are not entitled to it ; although sometimes, I suppose, we are a little more generous in action than we are in speech.

L-59. The employers do not insist upon the workers who are not in your organization being represented ?—They have done on occasion, but we have come to an agreement, I think, now on both sides that organization is desirable, and that if people are not prepared to organize and want to be anarchists, well, as another person said a little time ago, that is not a crime, but still, it carries with it certain disabilities.

L-60. With your experience, can you say that if works committees are established where there is some kind of organization in industry, and the employers insist upon the unorganized workers also being represented in the works committee, that works committee will succeed ?—I think it is extremely unlikely, in this country at any rate. As a matter of fact, I personally would not support a works committee along those lines.

L-61. Then the harmonious relations which you maintain and the good will might not exist if the workers' side on the works committee consisted of some representatives of unions and some representatives of unorganized workers ?—We have found this, that where we, as Unions, have supported the institution and the operation of works committees, it has been because we have been dealing in an organized sense on our side with an organized body of employers, and where suggestions have been put forward along the lines you indicate, we have not viewed those suggestions with favour ; we think they are rather too dangerous.

L-62. So your general feeling is that for the success of the works committee it is better that the Unions should be represented on the works committee instead of the workers themselves ?—I think it is the workers in the industry, or in the particular industrial occupation, who are represented, but they are represented due to the fact that they are organized.

L-63. How do the elections to the works committee take place ? Do the unions send representatives directly, and how do the Unions elect representatives—by the committee of the Union, or how ?—It varies a little, but the machinery of the local branch of the Union is such and here we are dealing with an industry where the local branch of the Union does largely coincide with the local association of the employers, and it is a little different from some of the other trades in this country. It is not difficult for us, through the ordinary machinery of the trade union branch, to arrange for election either by ballot, by election in branch meeting, or by such other methods as the members themselves prefer. If you take, for example, the Birmingham case, there you have what I may term sub-branches at each garage. They elect a small committee to deal with their local problems, and the central committee is made up in turn from the chairman of each of those sub-committees ; but they are all an integral part of the Union machinery.

L-64. And the employers do not insist upon a separate election being held for the members of the workers' side ; they leave it to the organization to elect in whatever manner the Union thinks best ?—Yes. I think we should have to say, if they objected, that we have the right to elect our own people in such manner as appears to us proper, and we, in turn, would have to concede that right to the employers.

L-65. I do not quite understand your reply to the question whether the Secretary of the branch of the Union, or the Secretary of the Union, if he does not happen to be an employee of the concern, merely attends or takes part ?—I think that what you have to do really is to understand the make-up of English industrial life. We here act on the assumption that sometimes the right to speak is worth two votes, and if you have the Union Secretary, who is a full-time officer of the Union, in attendance at the Committee, and if you further bear in mind the fact that it is not voting that counts so much as general agreement, then the fact that the Union representative or the Secretary, in addition to being one of the joint secretaries of the committee, is an advocate, shows you, I think, the value of his attendance there.

L-66. And employers do not object to the presence of the Secretary, and his speaking ?—No, I think in the main they rather welcome it, because you do get a man who in the first place had a fairly long experience of the industry before he was appointed a permanent officer ; he is appointed a permanent officer because he has certain qualities that mark him out from his fellows, if I may use the term ; and the practical experience on the job, *plus* his experience in handling the sort of problems that come the way of a trade union official, are not without value to the employers' side of the committee.

L-67. *The Chairman* : He is not a person in another profession : he has, in all cases, I think, been brought up within the industry or some cognate industry ?—In our case in every instance he has gone through the industry itself on one side or the other.

L-68. *Mr. Joshi* : As regards the chairmanship, you stated that the chairmanship is held alternately ?—Yes, in certain cases.

L-69. In certain cases ; and in other cases what happens ?—In other cases you deal with it from the standpoint of tactics. It is sometimes advisable to put the employer in the chair, and then you are assured that the decisions arrived at will be carried out.

L-70. Do the employers insist upon being chairman ?—No, I do not think they do. As a matter of fact, it all depends on the personnel of the committee. There are certain employers who feel that they have a right to the chairmanship, but one has to remember, really, that works committees in this country only go back a matter of about ten years, and in that period there has been a very great change in the outlook and attitude not only of the trade unions towards these problems, but also of the employers.

L-71. Now as regards the constitution of the National Councils and the district councils, does the Union send representatives direct, or do the works committee representatives send representatives to the district committees and national councils ?—On the district and national councils the Union is represented direct.

L-72. I was wondering whether you could advise us as to the form of national councils and district committees in trades which are not organized. Would there be any difficulty in organizing a national council or a district committee by means of the works committees themselves ? The representatives of the workers' side on the works committees might send representatives to the district committees where the trade is not organized ?—I think it might be possible to evolve a form of machinery of that kind, but I think coincident with that it would be necessary to engage in fairly intensive union propaganda, or else there are dangers that the machine may not act—so it appears to me—in the interests of the operatives.

L-73. How is the constitution of these works committees settled ? Is it settled by the employers without consultation with the workers, or do they jointly take part in framing the constitution of the works committee ?—I think, taking the constitution as a whole of works committees, district and national, it is a matter of joint collaboration. I might add here that so far as our own council is concerned we have altered the constitution very drastically from what it was in the first place. We accepted, in the first instance, with slight modifications, the model constitution outlined by what was termed the Whitley Committee. Then, as the result of experience, we found there were certain weaknesses, and certain gaps, because of the particular nature of our industry. Then in 1927 we

had a sub-committee at work. That sub-committee went into the whole constitution, with the advice of an expert draughtsman. We then put forward to the council certain recommendations from this small joint committee. The council accepted them, and that is how we arrived at our existing constitution, national, district and local.

L-74. *Mr. Cliff* : Would you amplify that by explaining what the machine known as the tribunal is ?—Yes, we found—and this further amplifies a reply I gave to the Chairman—that the method of voting on the National Council resulted in too many instances in a ' no decision '. The method of voting provides for a majority either side of the Council being necessary before a decision could be registered and on certain issues for a majority of the three parties on the Council, the Company representatives, the Municipal representatives, and the Trade Union representatives. We found that this resulted in recurring instances of a ' no decision ' and this was not good for the Council, the employers, or ourselves. We therefore tried to evolve a form of machinery which would get away from the ' no decision ' and we worked out an addition to the constitution which we called the Tribunal. Where any big issue was raised —it might be wages, hours or conditions of service—and the National Council could not reach a decision, the question was automatically referred to the Tribunal. That body consisted of five representatives from each side of the National Council, with two additional representatives nominated by each side of the Council, with an independent chairman. This machinery was used in 1924 for the consideration of a comprehensive and intricate application from the Union. The case was a difficult and complicated one to handle but agreement was reached on the Tribunal. The report of the Tribunal was not enforceable, it was recommendatory, but when it was submitted to the Industrial Council, the Council unanimously accepted it, not because they agreed with it, but because it was the decision of a body to which they had referred the matter for adjudication.

L-75. *The Chairman* : And a body which they themselves had constituted ?—Which they themselves had constituted.

L-76. *Mr. Joshi* : Is there any rule prohibiting individual cases being considered by the joint industrial committees, or is it dealing with individual grievances ?—There is no rule that prevents it, but we find that individual grievances ought to be handled on the spot, and therefore we do not wait for the ordinary meeting of the works committee in handling those problems.

L-77. Are they handled by the Union, then ?—They are handled by the Union and the men.

L-78. And the employers do not object to the unions handling individual grievances ?—It would depend, of course, upon the character of the grievances, but in the main we have evolved in quite a number of undertakings what we call a form of disciplinary machinery, where the man may be represented before either a board, or before the employer, when he has been tried for what is an alleged offence against discipline.

L-79. Would you explain to us what this machinery is as regards cases of discipline ?—I will take, for example, if I may, the London General Omnibus Company. We entered some time ago into an agreement with them under which, where men were reported—and it ought to be borne in mind that we are dealing here, as Mr. Spencer says, with a highly disciplined staff, where discipline is much more stringent than it is in the workshops—we entered into an agreement with the London General

Omnibus Company where, on cases of discipline, there should be a form of machinery which gave the man a right of appeal from the decision of a local body or a local court right up to the Operating Manager, and therefore we have a local disciplinary body composed of representatives of the Company, and at that board the man concerned can be represented by an officer appointed by the Union. Assuming the man is not satisfied with the decision, he can appeal to what is termed the central board, upon which, again, are represented the officers of the Company. The man is represented by an official of the organization, probably not the same official who took the case at the lower court. If the man is not then satisfied he can appeal in this case to the operating manager, against the decision of the central board ; or it may be that instead of appealing on fact, you make an appeal on sympathetic grounds, which is an admission, really, that you have not too good a case, but that you would like to look at it on other grounds ; and many times they have done that when, if you had been standing on facts, you might have gone down. That is where the Union official probably is able to advise.

L-80. In framing the agenda for the meeting of the works committee, does the Union on the workers' side suggest matters for consideration, or do the members of the works committees suggest matters for consideration ?—In the main the agenda is prepared by the joint secretaries from matters which come to either of them. Take the employers' side : the matters may come along from the heads of different departments. On the Union side they may come along from the ordinary branch meetings, or in the ordinary way in which complaints do come ; but the secretaries use their judgment in formulating the agenda, always leaving an item that we are very proud of in this country, " Any other business ", and you can invariably get in under that if you are cut out under the others.

L-81. Do the workers send forward some matters for the agenda ?—No, I do not think that the individual would be allowed to. He would be allowed to submit matters, but somebody, obviously, has to decide whether those matters should be gone into, because they may raise a question of principle which the general body do not desire to raise.

L-82. *Mr. Ahmed* : Your council is a council by agreement ?—Yes.

L-83. Between the parties ?—Between the two parties.

L-84. Without consulting the majority of the workers, members of your union ?—No ; before we instituted the National Council—.

L-85. When was that ?—The beginning of 1920—we did consult the membership, and I presume the employers took their ordinary methods of consulting their membership with regard to the institution of this form of machinery.

L-86. And the invitations came from the employers' side ?—Well, I am not sure that there was an invitation from either side.

L-87. What was the nature of business that this arrangement was come to ?—Well, before that we had been dealing with the employers on wages and conditions. We had no permanent machinery. I ought probably to say this, that in our industry in the pre-war days all our negotiations were local.

L-88. Was it just after the Whitley Commission submitted its Report ?—Yes, it was some little time afterwards ; but I do not think, if I may say so, with all due respect to the Chairman, that it was the issue of the Report itself that brought into existence the National Council so much as it was the recognition on both sides that some form of permanent machinery was desirable for this industry ; and having recognized that,

we then looked at the machinery suggested by the Whitley Committee. We adopted it with slight modifications, and it has worked, and worked very efficiently, ever since.

L-89. Who made the suggestion first ?—I do not think that anybody made it. I think it is one of those things that just happened.

L-90. Was there no provisional meeting ?—Oh, there was a provisional meeting.

L-91. Between whom ?—Between the representatives of the employers' associations and the trade unions concerned.

L-92. Was there any trade union that convened a meeting asking the employers' representative to come if they would agree to such an arrangement ?—No, I do not think it happened in that way. We have a number of informal arrangements entered into in this country, and if one had to try to find out the origin of quite a number of our institutions—well, all we would be able to say, to use the phrase of Mr. Cliff, was that these were born. Just how they happened it would be difficult to say, and we never bother very much about their inception ; we do bother with the fact as to whether they work or not ; and this works.

L-93. Before 1925 you were some officer of the trade union ?—Yes ; and am now.

L-94. And you were working before 1925 for 22 years. You have said so ; is that so ?—Well, I was an officer of the Union in 1912. Before that I spent some years in the industry.

L-95. So I take it that somebody must have taken the initiative, and you say that you sat together, but you cannot say where the suggestion came from ?—I think it would be extremely difficult to say just in what way the idea originated, excepting that it ought to be borne in mind that for two or three years we had been in joint negotiations with the employers on problems affecting the industry, but we had no permanent form of machinery. Both sides agreed that some permanent form was desirable.

L-96. Since the foundation of your council arrangement—that is 1920 and up till now are there any cases of disagreement between the workers and the employers ?—Oh, yes, we have had one or two where we could not agree.

L-97. What were they ?—We had certain questions of wages in 1920 ; one or two questions of conditions later. In one or two cases we have had a stoppage, and then we have settled it afterwards.

L-98. What was the particular sort of differences in the beginning between the workers and the employers ? Did the workers want something to which the employers did not agree ?—I think in the question of wages the workers wanted certain wages which the employers said they could not concede.

L-99. And then how was it settled ?—Well, we had a stoppage for a period, and then we discussed it later, and we did not get all we wanted then.

L-100. I suppose if similar methods of council were arranged in India—you see, our employers in that country do not come forward to sit along with the employees, but if a similar method was adopted there—many disputes might be settled successfully, if they had the same method as you have here ?—I think they can, and I think we would have to say here that while we have had a few disputes, open disputes, with the employers between 1920 and now, they have been nothing like so great in volume as would have been the case had there not been this form of machinery.

L-101. Do you find the employers are reasonable to the working people in this country, because you have had only one or two cases of disputes in this country since 1920 ?

The Chairman : I think that is too wide a question to be asked.

L-102. *Mr. Ahmed* : And I suppose if the employers in India are reasonable, as they are in this country, we would not have much fight in India ?—Well, I do not know.

L-103. Your Secretary is a full-time secretary, a paid officer ?—Yes.

L-104. Do you get any contribution from the employers' side ? Do they help your organization ?—No ; and if there was a suggestion to that effect we should refuse it, because we should feel that payment from the employers is a thing that could not fit in with independence of the trade union.

L-105. Do they contribute to the expenses that you incur in your Union ?

The Chairman : No, we have been told, Mr. Ahmed, that each side pays its own share of the expenses of the joint organization.—That is so.

L-106. *Mr. Ahmed* : That is with regard to your council organization ?—With regard to the council, each side pays its own share of the expenses.

L-107. How do you get your representative in the council of arrangement—by election of the workers ?—Well, we elect them through the ordinary machinery of the Union, and we build it up on the basis of dividing the country into areas, and one representative from each elected through the ordinary machinery that the Union use for electing all representatives.

L-108. So I understand that your council represents all the workers in this country as far as your operation of the works committee is concerned ?—It would represent all the workers in this particular industry.

L-109. And there is no other organization which is the mouthpiece of the workers in this country except yours ?—On the National Council we have one representative from another trade union by arrangement, because they have in one part of the country a small membership who are trade unionists and to whom we feel it would be unfair to deny representation.

L-110. But do they deny as a matter of fact, or do they accept you ?—Oh, they accept us, and when we have come to the question of wages and conditions they agree that as the representative of the overwhelming majority interest we should represent them.

L-111. In some matters they agree and in some matters they do not agree when it does not suit them ?—No. You have to remember that they have a long association with another trade union. They say to us, " Well, though we are not members of your Union we are members of another : we would like representation on your council ". Now, they are trade union members, and we agree to them having a representative on the council, which in fact gives them one ; and we have twenty-one.

L-112. *Sir Alexander Murray* : On this question of representation on works committees, you say you prefer the workers' side to be represented by Union elected representatives. Supposing there are two or three unions, rivals, competing for the affections of the workers.

Sir Victor Sassoon : And unfriendly to each other.

Sir Alexander Murray : How would you adjudicate, or allocate the appointments to the works committee in a case like that ?—Well, we face

this problem in some of the systems with which we are associated, and while there may be differences between unions, and they may be of a deep and far-reaching character, in the main we find out that those differences do not reflect themselves when we are dealing with problems of that character ; but assuming that they did, then I think you have got to give representation with due regard to the number of men involved who are members of each particular Union. I think you can only settle this by reference to a principle that is bigger than any of the unions concerned.

L-113. Quite true. You would count heads, in other words, and allocate accordingly ?—I think that is the only sort of rough and ready way you can do it, without, on the other hand, you are spread over a number of departments, and then it may be a question of interests represented rather than heads.

L-114. You told Mr. Ahmed just now that because one Union wanted representation you gave it representation, although you did not agree with it probably in other connections. If you recognize that another union is entitled to representation, would you not equally recognize that work people who are not members of a union are also entitled to be represented on the works committee ?—My own view is that they are not, because here is a form of machinery that you evolve that does entail certain expense ; it certainly entails the question of service, and I do not think that people who are not prepared to contribute for a particular kind of service are entitled to have that service.

L-115. But the expense, if I may say so, is negligible, and may be ignored in discussions of this description ?—Yes, but.....

L-116. Let me put it to you in this way. We are faced in India with thousands of workers employed, and with thousands of employees not represented at all. In some cases you may have a union representing 300 or 400 workers out of many thousands. Now, do you suggest that the works committee on the workers' side must be limited to the trade union members, and not extended to the workpeople as a whole ?—Under those conditions I do not know that you could do it, but what I said in reply, I think, to Mr. Joshi was this, that where you do get that form of organization you get it with a recognition, or a recognition in the minds of those who are thinking out the problem, that that is only temporary, that coincident with this development you must have intensive trade union propaganda, so that there can be organization on the workers' side, because I take this view, that if the employer is a single person he does represent an organized community, and there must be organization on the other side in order to enable the worker to cope with that.

L-117. I quite agree with that, but if there is no organization, or very little—negligible organization—what would you do in a case like that ?—There may, in those circumstances, have to be what we know in this country as a form of paternalism. You may have to help the people in industry towards self-government, but, as I understand it, behind the idea of works committees is the principle of industrial self-government, and industrial self-government, as political self-government, I understand means the right to make a holy mess of things if you want to.

L-118. For instance, in the London General Omnibus Company—you spoke about them to Mr. Ahmed—there is no works committee, is there ?—Not by name, but there is a form of joint machinery. If you take, for example, the schedules machinery that I have set out here,

there on the one side we provide in the first case for the handling of a problem at the garage, at the seat of origin ; then if it cannot be settled there we arrange for a representative of the Union and a representative of the Company to handle the problem. If a matter of principle is involved, or if the case cannot be settled, then we provide for representatives on both sides to come together as a joint committee to handle this particular problem. While we do not call it a works committee in name, in essence I think it has many of the characteristics of the works committees we have previously referred to.

L-119. Take the London tramways now. You have works committees there, have you not, or councils, but if there is no settlement the matter comes up to the district secretary of the union ?—On certain matters of principle ; but on the detailed day-to-day problems I think we either get a settlement or else we agree that there is not likely to be a settlement, and then the case goes by default. It may be raised again at some time later, or the employers may have convinced our people that we had not a case.

L-120. As a matter of fact, after having read your interesting statement and listened to your still more interesting evidence, I have come to the conclusion that there are many ways of bringing together the employers and the employed in this country. You have it yourselves in connection with the trams and omnibuses. Do you agree that in India, too, where there is no organized trade union, to speak of, or very little trade union organization, it may be possible to create machinery, local machinery, of the type of works committees that would enable a start to be made in building up organization on both sides ?—Yes, provided, of course, that you do it with that object ; but I have seen cases where there has been an attempt to form what is termed joint machinery in order to prevent organization. Now, where that takes place we resist it, and resist it strenuously.

L-121. I quite agree ; but in India one of the troubles is that they tell us the *sardars* or foremen have too much power in between the employer and the employed. Well, I have always a feeling myself that works committees omitting altogether the foremen and bringing together the representatives of the workmen and of the employers would be very helpful ?—Of course, that trouble is not confined to India, I am afraid.

L-122. *Sir Victor Sassoon* : I take it that any decisions that may have been come to, any settlement that may have been arrived at, are enforced on both sides without any difficulty ?—As I think I said earlier, the beauty is that they are not enforced, but that they are accepted.

L-123. Well, are accepted ?—Are accepted. I think you will see that there is a difference. You see, there are no penalties that follow, no monetary penalties that follow the non-acceptance.

L-124. Let us take it that you have come to a decision, and the men, or some portion of the men, refuse to agree,—not all, but some. What would happen then ?—Well, we would probably have a row.

L-125. Who would be the parties to this row ?—I do not know. In one instance the difficulty became a difficulty between the union and a section of its members.

L-126. That is what I am driving at ?—That is the odd thing that happens, and the odd thing for which we realize we cannot provide, just as we may get a recalcitrant employer. Well, it is awkward, but you cannot impose a monetary penalty upon him ; you hope that probably

common sense will prevail, and at least loyalty to his own side, if not loyalty to a decision to which we were parties.

L-127. Then you do get cases in which part of the employees will not accept a decision which their own representatives have agreed to ?—That has happened, but fortunately the cases are very rare.

L-128. In spite of the strength of your union, the union would not take internal disciplinary action in such cases—or would they ?—Oh, well, we have to deal with it then as a union, and it all depends upon the circumstances how it is dealt with ; but I think we would admit quite freely that there is no form of machinery that can be made absolutely watertight ; and all we say for the joint industrial council and its various committees is this, that in the main their decisions have been loyally accepted over a period of ten years. The disputes have been very few, and that, after all, is a fair test over a decade of the machinery's working.

L-129. But of course you cannot help us except by saying that it is the union's job to see that their own members obey the rulings of their representatives ?—That is as far as one can go.

L-130. But that does take place. I take it that there would be some form of internal pressure to see that the followers obeyed their leaders ?—We would accept this view : If we come to an agreement it is our business to see that that agreement is honoured. If we did not intend it being honoured we should not make the agreement.

L-131. And if you are not able to make it honoured ?—Then, of course, we have difficulties.

L-132. Would not that make it difficult to come to an agreement on a works committee on the employers' side if they knew that they were going to honour the agreement but were not sure whether the other side were in a position to get it honoured ?—With regard to the local machinery I have no single case where you have had a decision arrived at that has not been honoured. What I had in mind was some of the decisions which are made nationally, and which are made by people who are a little further removed from the workshop than are the people on the works committees.

L-133. Just one technical question. You mentioned a tribunal. How many members would there be ?—There are five from either side definitely from the council. Then two who would be nominated by either side, two representing employers' interests and two representing the workers' interests ; and then there would be an independent chairman. That would give you a tribunal of fifteen.

L-134. And that is the body which is above the ordinary machinery —Above the ordinary machinery of the national council, but again arising out of our general experience of these matters we do not make their decisions mandatory.

L-135. They merely advise ?—They really advise, and we have built up a code in this country whereby we do accept the advice that is given to us by bodies whom we have appointed ourselves. I mean, it is by no means the only form of machinery in this country that is purely advisory, but the decisions are, I think, as readily accepted as are the decisions of bodies who have power to enforce them,—probably more readily.

L-136. *The Chairman* : That, as one might say, was an alternative for compulsory arbitration, which has always been opposed by the trade unions in this country. Your industry and many other industries have built up internally their own system for getting decisions on matters of difficulty, but they are probably all the better carried out because they

are not statutory or, in the technical sense, compulsory ?—I think that that is our general experience.

L-137. *Mr. Ahmed* : And in your experience with the last twenty-three years, as a matter of fact, the employers come down to the decisions of the majority, including the workers' representatives ?—In the main, yes.

L-138. And that is the reason why there is a satisfactory working of your councils of arrangement ?—Well, I think we have all realized this, that there are certain things that are more important than getting our own way as individuals.

L-139. *Diwan Chaman Lall* : I take it that the system of setting up works committees is a system of representation on the part of the workers ?—That is so.

L-140. And that the basis of that representations is joint effort on the part of the employers and the workers ?—Yes.

L-141. But for the joint effort it could not work ?—No ; I think that is perfectly true.

L-142. Does it, in your own opinion, create a sense of responsibility on both sides—that is, if grievances of the type that you have scheduled in your memorandum are discussed mutually and freely, and on the basis of equal representation, does it create a sense of responsibility ?—I think it does, and in addition I think it gives to the worker a sense of a new status.

L-143. Following from that may I also add this. Am I correctly informed that one of the essential conditions for the successful working of a works committee is that there must be absolute independence ?—That is the view I take.

L-144. By which I mean, for instance, that there is no dictation from the employer to the worker as to the type of representation that should be appointed to the works committee ?—I think we have had no experience of that being done excepting in this regard, that we may find on occasions there is a person on the employers' side whom it would be difficult to work with. You do not object, but you suggest that it might be advisable if so-and-so was not on, and the employer likewise makes a suggestion to us on occasions that " if you want the machine to work well, we have no right to interfere, of course, but it might be advisable from all sides not to appoint so-and-so " ; but we retain the right, if we want to be awkward, if you like, to say, " Well, we shall appoint just whom we like ". But in actual practice those occasions are very rare indeed.

L-145. You used a very significant phrase about industrial self-government. I take it that if you did not have that basis for the works committee there would be no works committee. For instance, if the employer turned round and said to you, " I shall nominate so many members of the works committee ; you shall select so many additional members ", you would naturally resent that ?—The employer would not get agreement.

L-146. When Sir Alexander Murray asked you a question about there being many, many ways of settling these difficulties and these problems that are brought before the works committee, may I take it that the basis for all these different ways must be firstly independence and secondly equal representation ?—I think the drive must be towards independence and equal representation, though you may not have arrived in all cases at the stage where either is possible.

L-147. *The Chairman* : I have just two further questions to ask you. Do not answer this unless you care to do so ; but I wondered if you could give us any idea of the percentage of organization in your own industry of which we have been talking. Would you put it at 70 per cent. or 80 per cent. or 90 per cent. ?—Well, it is difficult. I can give you these figures, that we represent 97,000. I think outside of that you might say there are probably 4,000 to 5,000 who are organized in other unions. Then there are a number of people who are not within the category of the person whom we could enrol, namely skilled craftsmen and the like ; and I think I am speaking now by the card, but the figures could be checked ; I think the total number of insurable people in the industry is about 154,740 odd, and that includes, as you know, the whole of the clerical staff below the insurable limit, the whole of the craftsmen whom we would not enrol, and therefore if you take 97,000, the figure I have given you, as a round figure, you will see that it does represent a substantial measure of organization in the industry. I thought it better to answer your question in that way, rather than give a percentage which might be illusory.

L-148. Quite. The other question is as to the possibility, in an industry where there is only a very elementary trade union organization, of building up organization from the works committees as against the other way which has happened in your industry,—building the works committees from the industrial council. I understood you to say that provided the works committees were frankly adopted as an education and training to the workers in organization, and did not go along with any penalization of trades union work, you thought in some cases the works committee might be the means from which the wider organization could be built up ?—I think it is one of the means that might be adopted towards the other end, but even there I think one would have to say that it does produce an element of danger. It could be a dangerous weapon against organization in the hands of those who were unscrupulous enough to make it so.

L-149. I quite agree ; but supposing the leaders of the trade union, such as it might be, although it might be a weak trade union, were brought into consultation and they helped in the form of works committees so that it was not done behind their backs or without their knowledge, you think that in some cases the works committee might be the beginning and foundation of a larger organization in a particular industry ?—Yes, and I think, too, it would be a very effective means of providing education in the basic problems of industry for those who were representatives on the works committee.

(The witness withdrew.)

Mr. CHRISTOPHER JOHN SPENCER, General Manager of the Metropolitan Tramways, Limited, etc.

L-150. *The Chairman* : I think you are the General Manager of the Metropolitan Electric Tramways, Limited, the London United Tramways, Limited, and the South Metropolitan Electric Tramways and Lighting Company, Limited ?—Yes ; they are separate companies, but the organization for three undertakings is one.

L-151. You have heard the interesting evidence just given to us by Mr. Clay ?—I have.

L-152. He spoke as representing the workers in the industries of which you are General Manager. Do you, in general, accept what Mr. Clay has told us, or are there any points to which you would like to add anything ?—No, I do not think that I have heard Mr. Clay say anything at all this morning to which I should take exception, and with which I am not in practically complete agreement.

L-153. From the employers' side you also hold the view that the works committees have been of benefit both to the industries as a whole, to the workers and to those whom you represent, the employers ?—I most certainly think so. As you will see set out in my written evidence, my experience with this sort of thing goes back a good many years, and from the start it was obvious that if representatives of the employees, and preferably the employees themselves, who were in touch with the daily work, could from time to time come into contact with the management, or those who were charged with the management and supervision, under proper control, nothing but good could arise ; and my experience most certainly is that in the first place that creates an atmosphere of trust on both sides ; there is a feeling, after common discussions of common problems, that each side, whilst of course being concerned with its own angle and its own interest, is anxious that the concern as a whole should be successful, and that it should be run efficiently. That sets up, if I may say so, almost a sort of comradeship between both sides. It is good for the employees to appreciate, in perhaps a way that they could not appreciate in any other way, the difficulties of the management ; and, on the other hand, it is very good for the officers of the company to realize the point of view of the workmen. When such an atmosphere exists, even the bigger problems, problems where there is almost bound to be diversity of view, are discussed in a proper atmosphere. It is not an atmosphere of suspicion ; it is generally an atmosphere of recognition of the strength of each side, of the strength of the case that they put forward, and with such an atmosphere it is not difficult to go forward sometimes to another body, the National Industrial Council or the tribunal arising out of the National Industrial Council, and say, " Here is our difficulty ; this is how we look upon it ; if you, the tribunal, can help us by saying something that we from our more or less narrow point of view have not seen, we shall be glad to hear it ". And, as Mr. Clay said, when it has occurred—and I do not think it has occurred more than once so far as we are concerned—although they have thought they were entirely right, they have loyally abided by the decision. The system has been found to give most successful results.

L-154. There is an interesting point in your excellent memorandum, to which I would draw attention, as to the way in which, in your own case, this matter was approached. In this case you, as the employers' representative, invited the local secretary of the trade union to come and have a talk with you ?—Yes.

L-155. You had a suggestion to put to him ?—Yes.

L-156. What you then called a consultative committee ?—Yes.

L-157. The secretary of the trade union, Mr. Palin, readily met with you, and you two persons together found yourselves in general agreement and proceeded to consider the actual construction of the plan ?—Yes.

L-158. So that in many cases the best kind of work originates with a quiet talk, possibly with two persons only, it may be with three or four, but not with a cut and dried constitution prepared by one party or the

other ?—That is so. In this particular case which you are good enough to mention, you will realize that this was during the early days of the war, and naturally our ordinary arrangements were being upset in all sorts of directions ; we were constantly faced with problems of a novel character ; and, as you state, in those circumstances I discussed the possibility of the men meeting me from time to time and discussing the whole thing to see what was right and reasonable to both sides, and we set up what we called a consultative committee. There was no question of votes, no question of representation ; it was merely a few elected representatives from the employees meeting myself as General Manager, and my assistants, and discussing our common problems from time to time to see what was right and what was proper.

L-159. And you would agree with Mr. Clay that one of the chief virtues of this system is that the meetings should be regular ?—Absolutely.

L-160. And that they should not be merely called when some trouble has arisen ?—No, I fully endorse what Mr. Clay has told you. The very fact that on certain dates and at regular periods these meetings are held has always been a reply to the man who has got a grouch, who is suffering from some grievance, or thinks he is. It can always be said, " Well, you can take it forward at the next meeting, which will take place on so-and-so " ; and we have found in practice that that is more or less able to eliminate the man who says that he has a grievance and he cannot get any attention. He will not always get the attention that he desires, but at any rate he does get consideration.

L-161. Quite. In the Appendix II to your written memorandum you give us a very interesting table of the experience running over the years from 1921 to 1929, in which you show us that 461 cases were brought forward for discussion ?—Yes.

L-162. And mutual agreement was reached in no less than 395 cases ?—That is so.

L-163. And there were only 66 cases where the Company could not agree to the contention put forward by the workers' side ?—That is so.

L-164. And the table also shows, I think, in the main, that as years have gone on the proportion of cases resulting in agreement has increased, and the proportion of cases of disagreement has decreased ?—Yes, that is so. So that last year, in 1929, there were only three cases left over, in the year before two cases, and in 1927 only one ; and so on.

L-165. Then I take it that in the cases in the last column, where the company could not agree, one of two things happened. Possibly the workers' side had been convinced that their case was not as good as they had originally thought, or they thought that it was not a matter which need bring about a breach of relations between themselves and the employers, and therefore did not press it ?—In some cases the employees were convinced, after full discussion, that what they were asking for was impossible, and that it was reasonable that the employers, in all the circumstances, could not give those things.

L-166. *Sir Victor Sassoon* : Would that be under the 66 cases ?—Under the 66 ?

L-167. Even if they agreed that they have no case, it still comes under the 66 ?—They would not agree that they had no case. In that case it comes under the head of cases not settled. I remember one or two cases where we could not agree, we could not see eye to eye, and

the matter was referred to the National Industrial Council, generally matters of interpretation of a clause of an agreement. The men contended that the clause meant this, the employers said, No, it means that ; and that resulted in a hearing before the Standing Committee of the National Joint Industrial Council, when both sides were heard. I was charged with the duty of presenting the case from the company's point of view, and someone was appointed by the trade union to present the men's case before that Committee ; and a decision was given. I do not remember whether the companies' view or the men's view was upheld at the finish ; at any rate, the case was heard and settled one way or the other ; but still, it would be inside the 66 cases which we were not able to settle by our works committees. I can say that there is nothing outstanding of an aggravating character and which is acting as an irritant. There is nothing of that sort at all.

L-168. *The Chairman* : No. Then in general what you have to tell us is that you believe this system of works committees to be a valuable addition to the organization of an industry ?—Yes. Perhaps there is something else that I ought to say in addition to the promoting of a good atmosphere. It is of considerable value to the company to get into such close touch with those who are concerned with average operations. Many minor things are brought forward which frankly the management have never appreciated, of common interest, not to the interest of the one side or the other, but merely in the interests of the concern—little things that are going on, ought not to be going on in this corner or in that corner or the other. Those matters are brought forward quite frankly at these meetings, and are discussed from the point of view of what is the right thing for the undertaking—such things, for example, as an employee may find out. He may come forward and say, " Are you aware that at a certain terminus a connecting service does not properly fit ? The schedules do not seem to be properly adapted so that passengers can change from one to the other without having to wait a considerable time ". All that sort of little things that come forward that have been quite missed in the office the man on the road sees, and he hears the passengers talk, with the result that they come on before the board ; and the atmosphere is now such that instead of the management resenting that sort of thing and telling the men to mind their own business, the men are thanked for their criticism, and the matter is attended to. I could quote scores and scores of such cases.

L-169. That is to say that this machinery offers to the workers in an industry an opportunity of taking part on the constructive side ?—Certainly.

L-170. And gives them a feeling that they are in a real sense partners in the prosperity of the industry ?—Certainly.

L-171. And your works committees by no means spend their whole time in little bickerings about personal grievances, or even about the particular advantage of the workers' side, but they do spend a substantial part of the time in matters affecting the industry as a whole ?—They do ; in fact, I should say that the bulk of the time is spent now in that way. Of course, all these little grievances really have been wiped out ; there is very little to talk about in that direction. The bulk of the time now is spent, if I may say so, considering our common interests, and there is recognition of the fact that there is a very large common interest, and that interest is that the trams should be run to the best advantage, and

a very large percentage of the time in the discussions we have is spent on those sorts of points, where something could be done to improve this or improve that or improve the other. There is the utmost frankness on both sides, the utmost frankness without being rude. There is no question of heat, or anything of that sort, but the discussion is just as quiet as it is in this room now, and questions concerning management are talked about in the frankest way without anybody feeling aggrieved at all, even if it is found that some particular officer's department is not quite as good as it might be. I must confess that after many years' experience I have nothing but praise for the scheme.

L-172. *Sir Ibrahim Rahimtoola* : You have said in answer to the Chairman that the Company should keep in touch with the workers. You used the word Company. Whose duty is it, on behalf of the Company, to keep himself in daily touch with the workers in order to achieve the results which you have so ably described to the Chairman ?—I conceive it to be primarily my duty as General Manager, and as representing the Company.

L-173. It is the General Manager who deals with that question ?—If you will allow me to continue ?

L-174. Yes.—I know, of course, that it is quite impossible for me personally to deal with all sorts of questions ; therefore they are in the first place dealt with by departmental heads, officers and assistant officers. They meet in the sub-committees, and they discuss all matters of detail and the minutes come up to the central committee, of which I am chairman. It so happens that I am chairman ; anybody else could be appointed chairman by the committee, but they do me the honour to appoint me chairman, and have done year by year. In that way I know from the minutes of the sub-committees everything that is taking place, and anything of any moment is referred to this central committee for discussion. In that way I am personally in touch with all these questions so far as that is possible, and they are discussed before me, and I can feel the pulse of the undertaking in that way.

L-175. And you think that that is a very great advantage to the enterprise itself, in having such close co-operation and touch between the management and the workers ?—I do, a very great advantage.

L-176. *Mr. Cliff* : I have one question, Mr. Spencer, and that is on a matter in your Appendix I to your memorandum. I think it would be of service to the Commission if you could describe the status of the people who are named in the Appendix.—I suppose you are referring to the "Minutes of a meeting of the Works (Central) Committee held at 55 Broadway, Westminster, at 3 P.M., on Wednesday, March 12th, 1930" ?

L-177. That is the one, yes.—In the Chair there is myself as General Manager. On the other side Mr. A. V. Mason is my Deputy, and Engineer to the three tramway systems. Mr. Bond is in charge of the permanent way. Mr. Hunt is in charge of the power supply and the electric equipment on the roads, cables, overhead wires. Mr. Shaw is the General Traffic Superintendent, and, of course, controls all the uniformed staff and inspectors and so forth. Mr. Hewitt is the Rolling Stock Engineer in charge of all cars. Mr. Andrews is the Assistant Traffic Superintendent, and Mr. Schofield is the Assistant Rolling Stock Superintendent ; so all these are intimately concerned with the general management of their own departments. Then on the other side there is Mr. W. Palin. He is on the employees' side. As a matter of fact, he is a car fitter in one of our

depôts. He is the Vice-Chairman of the Council, and if I am not there he would take the chair in my place. Mr. Dowling is a motorman (a tram car driver), employed at one of the depôts. Mr. Kennard is a motorman. Mr. Rodrigues is a motorman also. Mr. Scammell is a conductor. Mr. Evans is a conductor. Mr. Wilbrey is a motorman. Mr. Nutting is a motorman, and Mr. Hodsdon is a conductor. In attendance you have Mr. D. Tovey, who is one of their officials as trade union officer, and Mr. Shelton, who is with me now, as the Company's joint secretaries on this Council.

L-178. *Mr. Joshi* : I have only one or two questions. Do you also consider that in order that these works committees should succeed for the prosperity of the concern it is necessary that the workers should be treated as partners, and not as mere employees whose concern it is only to work, to work hard, and to receive whatever the employers pay ? Do you consider that to be necessary ?—Well, I would not say that you must look upon your workers exactly as partner, and yet it is, in my view, absolutely necessary that they should be in consultation with the management. Partnership goes rather farther than that. I would not go so far as to say partnership.

L-179. Not legal partnership ?—No ; neither would I think it right, for example, for all the higher policy of the company to be discussed with the employees. I think that would be outside their scope in that sense ; but so far as conditions affecting their work are concerned, I think it is right, and it is to everybody's advantage, that they should have the fullest opportunity of expressing their views. If you would read these minutes you would see what I mean. For instance, I will just take up the minute that I was reading before. The first item on the agenda is dealing with observation mirrors—that is, simply a mirror on the side of the car so that the driver can see what is overtaking him : " A request was made that, in addition to fitting mirrors on all cars on the Hounslow route, they be placed on cars where motormen are unable, through the position of the stairs, to see round the side without difficulty." Those are the sort of things, in the main ; 99 per cent. of them are very trifling, but very important from the point of view of the man.

L-180. Do you think it is necessary to insist that individual grievances should not be considered at all by the works committees, for the success of the works committees ?—Generally, yes, we do not, if some man has a personal grievance, that may be mentioned at the works committee, unless some question of general principle is raised. It is generally arranged that the man shall come and see me or the Head of his department about it. The works committee would function by saying, " Will you see this man and see what it is all about ", rather than discuss the personal affairs of some individual in the works committee ; and if the man wishes to come and see me he can bring with him the trade union representative. In connection with personal matters, right outside this organization, I should like to say that our organization is that if a breach of discipline is committed,—and unfortunately breaches are constantly being committed,—this matter is first dealt with so far as the uniformed staff is concerned by the General Traffic Superintendent. He has full power to act in the matter, and he has at hand a disciplinary committee consisting of his assistants, who consider the case, and they advise him what they think ought to be done. The General Traffic Superintendent may then act, and dismiss or punish the employee for some breach of discipline. The employee, after being dismissed, has a

right of appeal to me personally. Of course, in most cases he appeals : he has everything to gain and nothing to lose. He appears before me, represented and assisted by a trade union official, and the whole case is very thoroughly threshed out, and I must then take the full responsibility of final decision. In practice only dismissal cases come forward to me, so that the final court is myself.

L-181. *Mr. Sastri* : What happens afterwards if you decide that the dismissal was right ?—Nothing happens. It is simply confirmed. I have never had a case where after appeal to me the Union or anyone has troubled further ; in fact, they have been good enough to say that the hearing has been fair and proper. They may not agree with my decision, but they cannot complain, that a fair hearing of the case has not taken place.

L-182. *Mr. Joshi* : Leaving aside the cases of discipline, there will be other cases of individual grievance ?—Oh, yes.

L-183. Do you take them ?—No. they can come to me, but very seldom do come to me.

L-184. *The Chairman* : Mr. Joshi's point, I think, is with regard to the works committees ?—On the works committees, no.

L-185. But I gather that there is nothing barred out by your rules for discussion in the works committees ?—No, there is nothing in the rules which would prevent anything coming before us. It is open to the members to put anything they like on the agenda, and from time to time matters which really deal with the affairs of some individual have been put on the agenda, and from the Chair I have suggested to the committee that this was not the sort of thing that the committee should deal with, and the committee have always agreed.

L-186. *Mr. Joshi* : Does the Union take up such cases of wrongful dismissal ?—Oh, yes.

L-187. You do not object to the Union representing such cases ?—I welcome it. I think it is in the interests of the company that absolute justice should be done to any man, and absolute justice cannot be done to any man unless that man is well represented. It frequently happens that a man has a good reply to something, but he himself has not got the ability to put it fairly before anyone in a judicial position. The Union have men who, I am bound to admit, are well skilled in the art of advocacy, and they certainly do their work extremely well.

L-188. Do you think it necessary for the success of your works committee that the workers' representatives should be represented by the workers themselves and not nominated by the employer as in his opinion representing the employee ?—I think the employees' representative should be nominated or elected by themselves, and certainly not by the employer. I would not dream of suggesting who should be there and who should not.

L-189. You are quite sure in your mind that the works committee representatives of the workers who are not elected by the workers but who are placed there by the employers have not the slightest chance of success ?—Not the very slightest. They would have the very opposite effect, I am afraid.

L-190. *Mr. Ahmed* : In the appendix II, to your written evidence you say that from 1921 to 1929 there were 66 cases where the company could not agree. How were those cases settled ?—Well, mostly they have been dropped. I have a list here of some of the cases ; I thought a

question might be asked on that interesting point, and I have a few sample cases here to see just what happened to them. Supposing I take the first one. Here is a question of inside staff seniority : "Mr. Mason" —who is my deputy—" pointed out that the man in question had been acting as a car fitter for a number of years, during which period no question of seniority had been raised, and that if this case was varied on any seniority grounds, then the whole shop would be upset." I need not go into a lot of detail. It was a general question, though it arose on one man. It was a question whether, under certain circumstances, seniority ought to hold, and it was decided that the best course to pursue was to let the matter stand, but to record that a mistake had been made in the past as regards this particular man's seniority. We could not touch that man, therefore. That is one of the cases which is left over. Then there is another case, a matter of overalls for the inside staff. That was a request that we should supply the cleaners and workmen with overalls, and I stated from the Chair that " though this was a request that the inside staff be supplied with overalls to protect them whilst carrying out their duties it was in fact a request for an increase of pay, in which event it would seem that application should be made in the ordinary way." I further stated that " after fully considering the matter I could not agree to supply overalls free but these could be bought in bulk and sold to the staff as required at cost price." Those are typical cases.

L-191. So you took up the case of each and every one of the sixty-six cases, and you considered and paid attention to their grievances ?—Yes.

L-192. And you did arrange conditions to their general satisfaction in the 66 cases ?—Yes.

L-193. Did you arrange every one of them, and were they satisfied ?—Yes.—Well, they were not dissatisfied ; at any rate, they took no further action.

L-194. You have said further that there were also cases where interpretation was needed of certain agreements ?—Yes.

L-195. Who interpreted them ?—The Standing Committee of the National Joint Industrial Council. The National Joint Industrial has certain committees. One of the committees is known as the Standing Committee. Amongst the duties of the Standing Committee is the interpretation of agreements.

L-196. And who are these people of the Standing Committee ? How are they elected or appointed or nominated ?—They are members of the Joint Industrial Council which represents both sides of the industry, both the employees and the employers, for the whole country. The Standing Committee is elected from them, with a chairman. It so happens that I have for many years personally been the chairman of that standing committee, but lest you should think that that is unfair, I might say that on these occasions I have not occupied the chair.

L-197. But you were elected ?—Yes, but my vice-chairman, who happened to be Mr. Cliff, I think, took my place when the cases have been raised.

L-198. And I suppose after an interpretation was made people were satisfied ; they had no grievance ?—I do not remember what happened. I believe on one occasion the interpretation which the men put upon it was adjudged to be correct, and we loyally accepted that condition ; and when it was the other way round the men did the same.

L-199. I suggest to you, because you are an experienced man in the line not only for twenty years, but then there are some more years now, having come into contact with a lot of difficulties since the War, after the Whitley Council boiled down everything, if similar methods were adopted in India I suppose we shall have no occasion of dispute between the employers and employed ?—I am afraid I do know enough about the psychology of India to say anything about that.

L-200. But you welcome that a similar method should be adopted as always possible for the settlement of disputes between the employers and the employed ?—I would not consider that I am competent to say whether this, that or the other system was suitable for India.

L-201. You are an experienced man ?—It certainly is right in this country with the psychology of the English people. Whether it is right in India I do not know.

L-202. You have said in your written statement that both sides were reasonable and I suppose if both sides are reasonable in India there will be no cause of dispute ?—I think that is probably true the world over, if only you could get both sides to be reasonable.

L-203. *Sir Alexander Murray* : You gave the employment of the various members of that committee on page 1 of this document. I notice that with the exception of the vice-chairman, who is a car fitter, all the rest are drivers or conductors ?—Yes.

L-204. But there are lots of other men, hundreds of other men on your staff that are not drivers and conductors. How do you represent them ?—They are not all drivers and conductors. I think I said the vice-chairman was a car fitter.

L-205. That is the only one. The others you said were all drivers and conductors ?—Yes, they are.

L-206. Is that a fair arrangement ?—Well, that represents, of course, the great bulk of our staff. This particular works committee does not deal with the repairing staff at the works. There we have a separate works committee, quite independent of this, where other unions are concerned, and where other classes of labour are concerned.

L-207. That is exactly what I wanted to get at. Here is an organization of, you say 4,000 workers, Mr. Clay says 3,000 workers.—The 3,000 would be covered by him, and I am now told that shops and repairs would account for the balance of 1,000.

L-208. You have given us the one committee, but now you say there is more than one works committee in connection with these 3,000 workers ?—There is another works committee at our car overhauling works, and they deal with their own affairs.

L-209. So that you could visualise three or four different works committees dealing with a big organization ?—With a big organization with a great diversity of labour, possibly that would be so if they could not be brought together ; but we did decide that so far as the shops were concerned their problems were quite different from those of the uniformed staff, and that they should have their own committee at the works.

L-210. All your officials are put on this particular committee, I see—the power man and the rolling stock engineer, who really have more to do with shops, probably, than with traffic, are on this particular committee ?—Yes, but take, for example, the permanent way man. He is the permanent way engineer for the three systems. He has, of course, several assistants in charge of sections, and they would deal with that sort of thing, just as the rolling stock engineer, for example, is in charge

not only of the shops but of all depôts, and all matters on the road. At the works there is a works manager or a works superintendent. He would deal with the works Committee there.

L-211. And the total number of men you have got ? Can you tell us how many are members of unions ?—No, I do not think I can. I do not think I was asked that question. I am afraid I could not say, but if I might express an opinion, so far as my experience goes I should say that something over 99 per cent. of them belong to some trade union or other. The number of men who are not members of a union is negligible.

L-212. Suppose it was the other way about, and there were 99 per cent. that were not members of trade unions. How would you constitute your shop committee then ?—I do not know how you could do it. You must have some sort of organization.

L-213. Unfortunately that is what we have got to deal with. What would you suggest as the result of your experience ?—You must have organization of some sort. It is impossible to deal with it without. You cannot have representation without organization.

L-214. If you have no organization, what do you do ?—Organize them. It is the only way.

L-215. *Sir Victor Sassoon* : As an employer ?—As an employer, no ; but for them to get organized if they want representation. It does not matter to me how they organize ; but you must have organization.

L-216. *Sir Alexander Murray* : But if there is no organization ?—Then you cannot have representation.

L-217. You cannot recommend anything in that way ?—No, I cannot. When I say organization I do not necessarily mean the orthodox trade union organization, but organization of some sort is absolutely necessary ; and further, I do believe that that organization should be apart from the employer, or it is open to grave suspicion.

L-218. I quite agree ; but could not you suggest anything ?—No, I do not think I can. I have had no experience apart from this particular sort of organization.

L-219. Your committee started as a consultative committee and then became a works committee ?—Yes.

L-220. It was really consultative to start with ?—It was consultative, yes.

L-221. Would not that be a feasible proposition for people without organization ?—No, I do not see how it could be, because if you get a consultative committee you must have members there who represent the bulk, and without organization they could not be representative.

L-222. *Sir Victor Sassoon* : I should like to take that point a little further, because I do not think that we are quite clear as to what you mean. Assuming that you have got an industry which has no trade union, or which has a nominal trade union, perhaps with a maximum membership of 5 per cent., naturally you could not allow a union with only 5 per cent. of your employees to nominate at their own sweet will the workers' side ?—Oh, no, of course not.

L-223. But could not you conceive that you might, shall we say, organize the men for the purpose of electing their representatives in a firm, irrespective of whether they are members of a trade union or not ? —Yes, but that would be organization. That is what I mean. I do not want to be misunderstood. When I say organization I do not necessarily mean trade union organization, but organization of some sort is absolutely essential before you can work these schemes.

L-224. So that although, as you quite rightly say, it would not be right for the employers to start a trade union for their men, there is no reason why they should not organize the machinery by which men in different departments could have an opportunity of electing representatives to one of these joint works committees ?—True.

L-225. That would be the organization, all the organization, that would be necessary ?—Certainly.

L-226. And as long as the representatives on these works committees do represent the men, although you may consider it desirable that there should be a trade union, you have no desire that the men should be forced to elect any particular person ?—Oh, no, of course not. I should make it perfectly clear by ballot, preferably secret ballot, so that there is no question of knowing exactly what man is voting this way and what man is voting the other way.

L-227. So that where your men are partly members of a union and partly refuse to be members of that union, or want to be members of another rival union, you say that that does not concern you : all you are concerned about is that they should elect their representatives ?—Yes.

L-228. You do not care whether they are members of a union or not ? —No. Of course, in my particular case the point does not arise, because they are all members.

L-229. But if it did arise, your view is to let them elect their representatives whether they are members of a union or not ?—Certainly ; but again I would stress that that would involve the beginning of an organization of some sort. How it would end I do not know.

L-230. *The Chairman* : Going on from that, you would agree that in some cases the organization of works committees might in some cases be the basis upon which unions of a wider scope might be formed ?—Yes.

(The witness withdrew.)

Captain L. H. GREEN, M.A., Secretary of the Flour-Milling Employers' Federation.

L-231. *The Chairman* : You are the Secretary of the Flour-Milling Employers' Federation and also of the National Joint Industrial Council for the Flour-Milling Industry ?—Yes.

L-232. Your first phase, I think, is quite simple and clear. The second one at first sight is not quite so clear. You are Secretary of the National Joint Industrial Council for the Flour-Milling Industry ?—Yes.

L-233. You do not say there " joint secretary " ?—No, because I am the only secretary. I am the secretary of both sides.

L-234. That is, on the Council you represent both sides ?—I record the decisions, and represent both sides, and if I may just amplify that, in my dual capacity as representing both sides, in any part of Great Britain where there is a flour mill I can and do turn up at either directors' board meetings or trade union branch meetings.

L-235. Your appointment in that respect, as the sole secretary of the joint council, was a matter for the council itself, I presume ?—Yes.

L-236. And in your case they did not feel that it was necessary to have a secretary for each side of the council ?—No. There is a convener, of course, on the labour side, who convenes the sectional meetings, but the full council elected me as its secretary and treasurer.

L-237. And you tell us in the memorandum which you have been good enough to submit that the industry is satisfied with its council, and

that the work of the council has developed from dealing with the questions of wages, hours and conditions of labour to the other questions of safety, health, technical education, the resettlement of workpeople who lose their jobs, and so on ?—Yes.

L-238. Then you tell us that in your industry in a number of cases works committees have not been thought necessary, although there is provision for them under your constitution ?—Yes.

L-239. Those being cases where the actual employer, I suppose, is on the spot ?—Yes.

L-240. And is in close and constant contact with his workers ?—Yes.

L-241. But if the one side or the other thought it desirable in such a case to have a works committee, the way is open to them to form one ?—Quite.

L-242. Then again you tell us that in your opinion the very success of the National Council has militated against the extensive use of the local body ?—Yes.

L-243. As contrasted with the evidence we have just been hearing, this again seems to show that the exact nature of the machinery is peculiar, perhaps, to each individual industry ?—Yes.

L-244. For that reason it was recommended in the Report which is sometimes referred to, although certain sketchy schemes were put forward, that in every case the actual constitution should be the work of the industry itself ?—Yes.

L-245. On the other hand you tell us of a case where they meet once a month, and the manager in this case says the committee is most helpful, and when the right spirit is inculcated into the meetings a difference of opinion is taken as willingly as an affirmative. I take it that your experience confirms the view that a great deal depends on the personnel of the leaders on both sides, as to its success ?—Entirely in the council work. I do not know if I am in order in referring to the question of organization. I have been listening to the recent evidence with great interest, and in our experience of the works committees, as regards the men's side of the joint works committees, we make no inquiry as to whether the men are in a union or not, and the union has nothing to do with the election of the representatives on the works committee at the mill ; the men by shops or crafts within the mill elect their own representatives on the joint works committee. The trade union official can always be present by invitation, and generally is, at the works committee meeting ; both sides like to have him ; and because of the restricted nature of the problems discussed at the works committee we hold there is no need for any more elaborate organization. When it comes to the national body or the joint district council, where decisions may have to be taken affecting the interpretation of agreements or a group of mills, or even the industry as a whole by implication, then we hold that you must have organization on both sides—a formal organization in order to obtain some sort of sanction for the carrying out of an agreement ; but we look upon the works committee at the mill as a domestic matter, in which, within the limited range of subjects set out in their constitutions, there are no national questions involved. If a national question, or a question affecting other mills, should happen to come out in the course of a discussion, then it goes to the national body or the district council. But the men themselves elect their representatives ; and there are mills, though very few, where there are very few trade unionists, and where the men on the works committee

are almost wholly non-unionist. That is not usual, but such cases do exist.

L-246. That is to say that in your industry the workers with the employers have evolved a system most suitable for the particular case ?—Yes, I think so. That, I think, is also carrying out the model constitution which the Report which is commonly known by your name, Sir, suggested,—that the representatives of the workpeople shall be elected by ballot by and from the workpeople regularly employed by the firm ; as far as practicable each department or section shall be represented. It is recommended that as far as possible the members of the workpeople's side of the joint works committee shall be members of a trade union. But it leaves them entirely free, according to the degree of organization that they have.

L-247. Yes, that is so,—to build on things as they are, but not to build so as to be an obstacle to better organization in the way of trade unions in the future.—Quite ; and those remarks of mine are entirely limited to the question of joint works committees, not to the national body or the district body.

L-248. And then do I take it that the representatives on the national and district bodies have agreed to the methods which obtain for the constitution of these works committees where they exist ?—Yes.

L-249. That the methods have been arrived at with their knowledge and general assent ?—Yes. That is not to say that every joint works committee that exists has got a written constitution which has been submitted to the larger body and approved ; but all the members are aware of the practice in individual mills, and they agree with the present practice.

L-250. And what it leads to is this, that in industries there is such a diversity of circumstance that no cut and dried scheme can be prepared suitable for even two or three industries ?—Quite.

L-251. That only broad outlines, foundations, can be indicated as desirable, and you call upon the constructive genius of each industry to build its own superstructure ?—Yes.

L-252. And you tell us, in conclusion, that you have circularised all the members of the employers' side of your council, and that the memorandum you have sent to us is based on their replies ?—Yes. I have consulted, of course, also the chairman of the employees' side of the Whitley Council, the full council, the national body, and he is in agreement. I consulted him about this memorandum also because he is my vice-chairman this year, and we regarded this as a joint inquiry. In my capacity as secretary of the employers' organization I got into touch with every individual firm, and in my joint capacity I consulted my vice-chairman, who represents the workpeople's side of the national body, and who is in close touch, and he agrees with what I have written in my memorandum.

L-253. *Mr. Clow* : When the joint industrial council meets, is it customary if there is a point of difficulty that the two sides meet separately sometimes ?—Oh, yes, on a point of difficulty referred to the national body. The executive is the body that meets most frequently—the joint executive committee. Notice of the dispute is sent to me, and I see that both sides have particulars. Then the joint executive is called together, and they consider the dispute on its merits. Then they may wish to separate and consider their individual points of view. They retire to another room, and then meet again either for further discussion or for settlement of the point concerned. Sometimes we require the attendance of the person with the grievance or the parties to the dispute.

L-254. Is the representative of the Ministry of Labour present as a rule ?—Always at the meetings of the council, but not at the meetings of the executive committee.

L-255. *The Chairman* : That is the liaison officer ?—The liaison officer. He is an observer.

L-256. Yes, but he is only present if invited ?—In practice he is always invited to the meetings of the full council, but not to the meetings of the joint executive.

L-257. He has no right of attendance, but in practice he is invited ?—That is so.

L-258. *Mr. Ahmed* : You have said that the full council has elected you as secretary ?—Yes.

L-259. What is the composition of this full council ? How many of them are the workers' representatives and how many of the employers, and so forth ?—In equal numbers. There are twenty-one representatives of the workpeople, elected by their different trade unions, and there are twenty-one employers' representatives, eighteen of whom are elected by the Flour-Milling Employers' Federation, two by the English Co-operative Wholesale Society and one by the Scottish Co-operative Wholesale Society.

L-260. And you are of opinion, for the reasons stated in your written statement, that if these methods are applied in India, I take it from your experience you would say that things might turn out satisfactorily in view of the condition of both sides ?—I have not made any reference to India in my memorandum, and I have not been there.

L-261. I am asking you.—From my limited knowledge of things the psychology both of employers and of workpeople as such seems to be much the same all over the world, and here we have had ten very difficult years, and have got through very successfully by this method, and one's experience suggests that it is worthy of consideration by other people.

L-262. The Whitley Councils have done a lot of good since their administration in this country ?—Entirely.

L-263. And I take it that if similar methods are applied they will do the same in India ?—We hope so. It is largely due to the presence—so we regard it—of a live working Whitley Council that we got through the 1926 difficulties successfully.

L-246. *Sir Alexander Murray* : Could you off-hand tell us how many employees there are here altogether represented by the Flour-Milling Federation ?—Employees ?

L-265. Yes.—No, I cannot tell you with precision, but the great majority of the employees are organized into trade unions.

L-266. You do not know the total numbers ?—I cannot tell you the numbers of their membership, but the great majority are members of one of the three trade unions with which we deal. Where the men are not members of trade unions it is usually in the country districts.

L-267. How do they get the percentage ?—How do they get their percentage ?

L-268. How do they say there is 21 per cent. of workpeople on the National Council ?—Not 21 per cent. 21 actual members who between them represent the districts into which the country is divided.

L-269. *The Chairman* : You spoke of three different trade unions ?—Yes, there used to be thirteen or fourteen when we started, but they have gone in for a policy of rationalization.

L-270. And this organization, perhaps, has helped in that direction—the simplification of trade unions ?—I do not think I would like to say that. I do not quite know the methods on which they have proceeded in simplifying, but the fact remains that when the Council first started we had representatives of thirteen or fourteen unions, and now they have been gradually amalgamated so that there are only three.

L-271. *Sir Alexander Murray* : And these three trade unions which now exist in your industry, are they to some extent overlapping and rival, or do they agree amongst themselves as to the proportion of representatives ?—They agree among themselves on the number of their representatives on the Council.

L-272. They do ?—Yes.

L-273. And therefore between themselves they probably disclose their membership ?—Quite.

L-274. And the agreement is made on that basis ?—Yes, but I have no knowledge of that matter in my official capacity.

L-275. *Sir Victor Sassoon* : I do not know whether you are able to tell us, but you were saying there were seventeen districts from which these representatives of labour were sent. Now, how would they be elected there, and how would the question of different trade unions in that district, and unorganized labour, be dealt with ?—The different unions meet on the Joint Industrial Council, and the same sort of procedure obtains on the Joint Industrial Council amongst these seventeen joint district councils that obtains on the national body. Again, precisely how that side elects its own representatives I do not know. All I know is that a proportion is observed in the numbers when they come to the national body between the big unions and the little ones.

L-276. There is no direct election there ?—No, it is a domestic matter which they arrange among themselves.

(The witness withdrew.)

LONDON.

Second Meeting.

Monday, 14th July, 1930.

PRESENT :

The RT. HON. J. H. WHITLEY (*Chairman*).

The Rt. Hon'ble V. SRINAVASA SASTRI, P.C., C.H.	Mr. A. G. CLOW, C.I.E., I.C.S.
Sir VICTOR SASSOON, BART.	Mr. JOHN CLIFF.
Sir IBRAHIM RAHIMTOOLA, K.C.S.I., C.I.E.	Mr. N. M. JOSHI.
Sir ALEXANDER MURRAY, KT., C.B.E.	Miss B. M. LE POER POWER.
	Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN. } (*Joint Secretaries*).

Mr. R. R. BANNATYNE, C.B., Assistant Secretary, Home Office.

The Chairman : I think it will be convenient if we take the questions to-day in the order in which they are set out in the letter which I directed should be addressed to the Home Office, the first subject relating to the

position of Indian seamen employed in British ships with regard to workmen's compensation. In India we had suggestions put before us that although an endeavour has been made to bring the lascar seamen into the exercise of their full rights under the workmen's compensation, the difficulties between the English law as affecting those employed on ships registered in the United Kingdom and the Indian law still appears to leave some gap ; that is the suggestion that is put to us in India whereby at any rate there is a possibility of the lascars not obtaining the full rights that were anticipated under the law. We have fortunately amongst our colleagues two members who are rather specially equipped on this question and I propose to ask them in the first place to put their questions, and then the rest of us will see if there are any matters left.

L-277. *Mr. Clow* : I think you recognize that the present position is not entirely satisfactory, at any rate from the point of view of Indian seamen ?—There are two points I think mentioned in the letter.

L-278. I am not referring to the details ; these admittedly are trifles ; I mean that the Indian seamen is not able in practice to secure the remedy which the British Act gives him ?—I understand that has been given up in practice.

L-279. Although the British law provides in theory a remedy, that is not in practice a real relief ?—The history of it was that the Indian Government represented to us in 1923 that Indian seamen did experience difficulty in recovering compensation under our Act, owing to unfamiliarity with the procedure and because they could not come to this country, and also suffered hardship owing to delays. The Home Office did not itself probe these difficulties ; we took it from the Indian Government, and of course, *a priori* one would expect there would be difficulties. We set about trying to find a method which, while avoiding legislation, would secure the lascar seaman the compensation which the Indian Government thought was applicable to him, namely, the compensation under the Indian Act.

L-280. I think we all agree that the arrangement has very greatly improved the situation ?—Yes.

L-281. But I notice as regards the suggestion that the stipulation which is at present voluntary should be made compulsory, you state that if that were done awkward questions are likely to arise ?—It is surely very awkward to have a seaman with a remedy under two different Acts.

L-282. The seaman in a sense has a remedy under two different Acts at present, because nearly all shipowners do enter into the agreement ?—Yes, that is so, but it is not strictly a statutory provision for compensation.

L-283. I do not want to take you outside your legitimate province, but would you anticipate any legal difficulty if the Indian Government were to prescribe that no Indian seaman would be recruited unless the shipowner entered into this stipulation ?—I think we might be faced with a claim from the shipowners that they should be taken out of the British Act in respect of the Indian seamen, and that from our point of view would be to set up a most undesirable precedent. In workmen's compensation generally the principle has always hitherto been that the seaman should recover compensation under the law of the country in which his ship is registered, and any departure from that general principle would be rather a serious precedent.

L-284. With regard to precedents, I think you will agree there is no exact parallel to the case of Indian seamen : the Dominions are not a parallel case ?—I should not like to say that there is no parallel.

L-285. You have a large number of seamen employed on ships many of which never come within 6,000 miles of England, and many seamen who have never seen England, and yet the ships are registered in this country ?—Yes, but I should not like to say there is no parallel. For example, I might mention that some time ago the Danish Government said that they were not satisfied with the position and suggested that steps should be taken which would facilitate the claims of Danish subjects including Danish seamen serving in British ships in this country, and we came to a Convention with them on the subject which provides for the acceptance of written evidence ; it does not depart from the general principle that the Danish seaman serving on a British ship must look to the British law for compensation, but it facilitates his recovery of compensation under that law. What I meant was that if you have a precedent for departing from that general principle, various countries might suggest that there should be a departure also in their case, with the result that the owner of the ship might have a number of seamen of different nationalities serving under him who would all have to recover compensation under different laws. That would be a very undesirable result, if it actually took place.

L-286. Pursuing that line, would there be any possibility of establishing in India arbitrators or tribunals competent to receive and dispose of claims under the British Act—You mean tribunals set up under the British Act ?

L-287. Under the British Act in, say, Calcutta and Bombay, where practically all the cases arise ?—The only procedure at present available under the British Act of which I am aware is the procedure by which a committee can be set up representative of employers and employed with power to decide questions finally.

L-288. If you wanted to set up an authority outside Great Britain to deal with claims under the Act, fresh legislation would be necessary ?—I think that would probably be the case.

L-289. Do you see any objection in principle to the idea ?—I do not see any at present, provided there was a strong case for it, and if the Government of India did not object to a tribunal being set up. It would be a tribunal under our Act ?

L-290. Of course ?—Yes.

L-291. *The Chairman* : That would require British legislation ?—I should think so, certainly.

L-292. *Mr. Clow* : Do you know of any parallel case ; I mean have, say, Consular authorities or authorities of that character any judicial powers abroad ?—No, I do not know of any parallel. We had complaints a number of years ago that Chinese seamen belonging to Hongkong and Singapore were not able to recover compensation, but we dealt with that complaint by an arrangement under which certain officials at Singapore and Hongkong would examine into claims and send home statements which would be accepted here. That was not a statutory arrangement ; it was a purely administrative arrangement.

L-293. Accepted by whom : by the employer ?—By the employer, yes.

L-294. Supposing an employer desires to appeal or contest the claim ?—The arrangement was that he would accept or at any rate give the greatest possible weight to, a claim verified in this way.

L-295. *Mr. Joshi* : You say in your memorandum : " The Workmen's Compensation Act of the United Kingdom applies to members of the crew of any ship registered in the United Kingdom and any other British ship or vessel of which the owner or (if there is more than one

owner) the managing owner or manager resides or has his principal place of business in the United Kingdom ". So that the Indian legislature can legislate, on the analogy of this, for shipping registered in Great Britain but which have their offices in India, can they ?—You mean in cases where the owner or managing owner or manager resides or has his principal place of business in India ?

L-296. Take the British India Steam Navigation Company ; they have their manager in India, in Bombay and Calcutta. Can the Indian legislature pass legislation covering that Company ?—I understand that it is not considered competent for the Indian legislature to deal with accidents on the high seas on a ship registered in the United Kingdom ; whether that applies equally to a ship which is not registered in the United Kingdom but has a manager out in India, I am afraid I cannot express an opinion.

L-297. You have not considered that aspect at all ?—No.

L-298. I am thinking of a case of a ship which is registered in Great Britain which has got offices in Bombay and Calcutta ?—If it is registered in the United Kingdom, our view is that the Indian legislation could not deal with accidents on the high seas on that ship.

L-299. But I was talking of the analogy of the British Act which provides compensation for sailors of ships which may not be registered in Great Britain but which have got principal offices in Great Britain ?—I am afraid I could not express an opinion on that point.

L-300. *Sir Alexander Murray* : In that sentence which Mr. Joshi has read from your memorandum you say " and any other British ship or vessel ". Does not that mean British registered ship ?—I am sorry I do not quite follow.

L-301. Mr. Joshi is making a distinction between ships registered in the United Kingdom and British ships ; what do you mean by " any other British ship " ?—I am afraid that is beyond me ; I have only been dealing with ships registered in this country.

L-302. *Mr. Joshi* : Then later on you say ; "It is not considered to be competent for the Legislature of any part of the British Overseas Dominions to impose requirements on a British ship which is not registered in that part nor within its territorial jurisdiction." Is that according to some legislation or practice, or what is it ?—That is the view generally taken as to the powers of the Indian Government. I think this is rather a question for the India Office than for the Home Office.

L-303. I mean is it laid down in the British Merchant Shipping Act that the Dominions cannot legislate in these matters ?—No, I do not think so, but the question of the powers of the Indian Government is rather a matter for the India Office than for the Home Office. The Indian Government, when they first approached us in 1923, admitted that there were considerable doubts as to the possibility of such legislation.

L-304. I wanted to know : are the powers of the Indian Government restricted by some legislation, or why do you say they are restricted ?—I think a ship registered in a particular country has always been regarded when on the high seas as part of that country.

L-305. Yes, but if you can legislate here for a ship registered outside Great Britain but which has got its principal offices in Great Britain, why cannot a similar thing be done in India ?—I am afraid that is not a question I could undertake to answer without further consideration.

L-306. Later on in your memorandum you say : " The stipulations contain a proviso that no compensation shall be payable under the stipulations if the lascar or other native seaman has instituted a civil action or

a claim to compensation in respect of the injury under the law of the country in which the ship is registered." Why do you insist upon this, that if he institutes a civil suit he shall be barred from claiming compensation. I mean if he receives compensation in the civil court, then it is quite reasonable that he should be barred from claiming compensation under the Compensation Act, but what is the reason for barring his claim merely because he institutes a civil suit ?

Mr. Clow : Is not that a principle of the Indian Act ?

Mr. Joshi : That is a principle of the Indian Act, that is true, but it is not a principle of the British Act ; under the British Act a man may bring a civil suit, and if the civil action fails, he still gets compensation under the Workmen's Compensation Act ?—He may apply at once to have his compensation assessed.

L-307. Then the civil court itself assesses his compensation ; if the civil suit fails, he asks for compensation under the Compensation Act and he may get it ?—Yes, but of course that is the same tribunal dealing with both cases.

L-308. Yes, it is the same tribunal ?—In the case in the proviso here the tribunal would be different ; the proviso contemplates a seaman taking action say against the employers at common law in this country, failing to recover damages, and then going back and asking for compensation in India under the stipulations.

L-309. Does that make a difference in principle ?—I would like to make clear in the first instance that we did not settle the terms of these stipulations ; we made suggestions to the Government of India as to the general lines on which the arrangement might proceed ; but I think I am correct in saying we had no hand in the actual drafting of the stipulations. But, apart from that, I think it is perhaps unreasonable that an employer should be subject to a double set of separate proceedings under the common law and under the Workmen's Compensation Act. The general tendency, of course, in the United Kingdom has been for the remedy under the common law to cease to be used and for the remedy under the Workmen's Compensation Act to take its place and be developed accordingly.

L-310. *The Chairman* : Then do you think that that bar in case of proceedings in the form of a civil action, in actual effect seriously diminishes the rights of the lascar ?—I do not think so, because in practice the chances of a successful action at common law in this country for a workman are very dubious.

L-311. Then supposing that bar were removed, whether by Indian statute or by agreement with the employers in India, you would not expect it to be taken advantage of to any great extent ?—No, I should not.

L-312. Because in practically every case the remedy under the Workmen's Compensation Act is a better one ?—It is much more certain and in very many cases—more remunerative.

L-313. Then I take it that this proviso was put in after consultation with the employers in India and because they feared the possibility of an attempt to use the remedy in two different courts ?—Yes ; no doubt it does cover this right of action for damages, but it was put in as a general protection against double proceedings.

L-314. But in your view there is very little in it from the point of view of the employer ?—So far as regards damages. The proviso is in two parts ; it says : " Provided always that no compensation in respect of any injury shall be payable under these stipulations to any lascar or other native seaman who has instituted in a civil court a suit for damages

in respect of the injury or has instituted a claim to compensation in respect of the injury under any law relating to the payment of compensation to workmen which is in force in the country in which the ship is registered." I think the second part of the proviso is important, because I think the lascar if he is assisted might easily recover compensation under the British Act, but his remedy by way of damages is a very poor one.

L-315. Then it would rather appear that you think that the second part of this proviso should be maintained, but the first part has not much argument to support it ?—I think the first part of the proviso is reasonable ; I do not think in practice it makes much difference. That is a point, of course, on which the shipowners would naturally wish to be heard ; but my view is that the first part of the proviso is a reasonable protection to give the shipowner, but in practice it will not matter very much whether it is there or not.

L-316. At any rate, the second part of the proviso you think is right and important ?—Yes.

L-317. *Mr. Joshi* : According to the stipulation laid down by the agreement, the lascar gets compensation according to the Indian Workmen's Compensation Act ?—Yes.

L-318. Is there any objection to a stipulation stating that the Indian lascars may get compensation according to the British Compensation Act ? I mean it is only an agreement, and if it is an agreement that the compensation paid should be according to the Indian Act, an agreement can be made for paying compensation according to the British Act ?—Yes.

L-319. Is there any objection to the agreement stating that the compensation is to be paid in accordance with the British Act and not in accordance with the Indian Compensation Act ?—But I think the consideration which the shipowner, so to speak, got for concurring in this arrangement was that he had the advantage of the much lower rate of compensation under the Indian Act.

L-320. So that you think the employer may not agree to such a stipulation ?—I do not think he would.

L-321. *Sir Alexander Murray* : At page 388 of Wills' book on Workmen's Compensation, the 26th Edition, it says that the Workmen's Compensation Act applies to the members of the crew of (1) any ship registered in the United Kingdom, and (2) any other British ship or vessel of which the owner or managing owner or manager resides or has his principal place of business in the United Kingdom. What is the type of British ship that is referred to in the second item ?—I should like, if I might, to furnish a note later on that point. There is a reference to Sections 1 and 2 of the Merchant Shipping Act, 1894, and I have not got that with me. I am not very familiar with the terms of the Merchant Shipping Act.

L-322. Will you please do so. All the ships that trade in India have managers in India ; that is to say, the ships' husbands to look after the ships, and it may be that there is a manager for every ship that comes into India ; the point is can the manager be held liable whether the ship is registered in Great Britain or India, or wherever it is registered ?

The Chairman : You would not hold, would you, Sir Alexander, that in the case you mention the principal place of business was in Bombay or Calcutta, although there may be a manager in one of those ports ? I take it that would not apply in a case where there was a sort of deputy manager in Calcutta or Bombay.

Sir Alexander Murray : You are quite right, Sir ; it says " or has his principal place of business ". But take the British India Steam Navigation Company ; their ships really sail out of India, and although the ships are registered here and although the office may be here, it may be argued the principal place of business is in India.

The Chairman : That is a nice point.

L-323. *Sir Alexander Murray* : It would be very interesting if Mr. Bannatyne would explore that and give us a note on the subject.—Yes. As regards the question of giving seamen in India the right to recover in India under the British Act, of course the British Act provides for proving dependency and many other things for which the Indian Act does not provide ; that is one of the many differences between the two Acts. If you were going to enable an Indian to recover in India under the British Act, you would have to prove dependency.

Mr. Joshi : Of course, he would have to take the disadvantages as well as the advantages.

L-324. *The Chairman* : I can see the point that it would be a considerable departure to have courts in India working under two different laws ?—It would be extraordinarily difficult, of course ; it would be bringing in all the British law with all the British decisions ; I think you would have to have special barristers for the purpose.

L-325. And Judges perhaps too ?—Possibly. I think it would be a great pity if India, having got a separate code of workmen's compensation legislation, complicated it by bringing in the British code.

The Chairman : I do not know whether Mr. Joshi suggested that they should have a choice as to which code they would proceed under.

Mr. Joshi : I thought that way, Sir. The mere institution of a civil suit should not bar his claim to workmen's compensation.

The Chairman : But there are two separate questions. The first is the question of a civil suit barring a claim under the Indian law ; the second question is that of the two different codes of workmen's compensation law, the British code and the Indian code.

Mr. Joshi : But the Indian code does not apply to him at all ; if the law applies, it is the British Act which applies to him.

The Chairman : But under this agreement he foregoes the one in favour of the agreement which gives him the Indian code, and presumably advantages in speed of decision and other things which are supposed to make it at least as good for the lascar as if he were proceeding in this country under the British code.

L-326. *Mr. Cliff* : You were answering questions with regard to a claimant taking a case to a civil court apart from the Workmen's Compensation Act ; are you in favour of that right being destroyed ?—In this country, no. Undoubtedly there are cases in which it would be a valuable right to a particular individual, coupled with this right here of getting your compensation, if you apply at once, assessed under the Compensation Act, because that makes it a less risky business ; but generally speaking I should think the right under the common law and under the Employer's Liability Act is not of very much value to the workmen compared with the right under the Workmen's Compensation Act.

L-327. Speaking generally probably that is true.—I think that is shown by the fact that the number of actions under the Employer's Liability Act has dropped so enormously since the Workmen's Compensation Act remedy has been developed.

L-328. But you do know that the representatives of the organizations that prefer cases for workmen's compensation are insistent on retaining that right ?—That may be so. I know some organizations are. How far they attach real importance to it, I do not know.

L-329. Probably one is entitled to say they attach importance to it if they are including it in the new Bill they are formulating ?—I think they would probably wish to keep it on the statute book even if it were of use only in a dozen or half a dozen cases.

L-330. In cases where an employer is negligent, and perhaps the Home Office proceeds against an employer for breaking certain regulations, and he is fined, you do not suggest the opportunity of getting heavier damages is not a greater opportunity than under the Workmen's Compensation Act, do you ?—I am not at all sure ; it depends entirely on the circumstances of the case.

L-331. I understood you to be saying that you were sure that the rights under the Workmen's Compensation Act were greater ?—No, excuse me, I think I said in many cases the right under the Workmen's Compensation Act would be more remunerative, and almost always it would be more certain.

L-332. In cases of employers being negligent ?—I was taking the whole range of cases in which a claim presented itself and the workman could proceed either under the common law or under the Workmen's Compensation Act. If you limit the question to the very narrow range of cases in which an employer has actually been convicted of negligence, of course, in those cases the claim of the workman in an action for damages is tremendously facilitated.

L-333. You would not suggest, that the British workman should be deprived of that right, would you ?—It is difficult to answer that question shortly. I will put it in this way : I should prefer to see the development of the remedy under the Workmen's Compensation Act.

L-334. I do not know whether I might ask you to develop that remedy for the benefit of Indian workmen ?—You have raised a big question of policy which does not arise on the particular question of compensation to Indian seamen.

L-335. I agree. Take the question of facilities to the Indian seaman ; would it be wrong in principle for the Indian Government to provide extra facilities for Indian seamen to take proceedings under the British Act ?—I think it ought to be one thing or the other : either this arrangement, or else the Indian seaman should recover under the British Act. When this question first came up in 1923 that was one of the alternatives which we had in mind : that steps might be taken to facilitate the recovery of compensation under the British Act by Indian seamen. This other arrangement, however, was suggested, and it seemed to us likely to work out more satisfactorily.

L-336. Looking at the question it seems to me that it ought to be one or the other, but not between the agreement and the British Workmen's Compensation Act, but between the British Workmen's Compensation Act and the Indian Workmen's Compensation Act ?—But that is practically the alternative now. The Indian seaman makes a contract, or rather the shipowner makes a contract with the Indian seaman that he will be liable to pay compensation as if the seaman were serving on a ship registered in India ; that is practically speaking, the provisions of the Indian Act are to be applied to the Indian seaman.

L-337. I am addressing myself for the moment to his full legal rights ; he is entitled to one or the other without any agreement arising as a *via media* ?—As long as you get the agreement in all cases, it seems to me to be only an academic question. The statutory application of the Indian Act would be open to the objection which I pointed out, that it would be an infringement of the general principle of workmen's compensation.

L-338. Could you indicate the real practical difficulties as regards facilities that could be provided, either on the one hand of the Government preferring claims here in Britain, or in establishing tribunals in two of the chief ports in India under the British Act ?—It is quite a new idea to me that you should set up tribunals in another part of the Empire for adjudicating claims under the British Act ; I should not like to give an off-hand opinion on it.

L-339. Would it be possible for the High Commissioner effectively to prosecute claims in this country ?—I think if some arrangement is made by which written evidence could be accepted in the County Courts here, generally speaking that should be quite possible.

L-340. Would it mean a long lapse of time ?—That would depend I think chiefly on what was done in India : not so much on the Courts here or the shipowners here, as on whether the evidence was rapidly collected in India and rapidly forwarded to this country.

L-341. That is, assuming efficient administration, there need not be a very long delay ?—I do not know that it is entirely a question of administration. Supposing it is a case of dependants ; I imagine in the case of an Indian seaman, however efficient your administration, it may take a considerable time to collect information as to dependants. Still no doubt that could be got over in various ways, such as, by getting an Indian seaman to make a statement as to his dependants when he is engaged, and so on.

L-342. *The Chairman* : How if that evidence were contested by the employer ?—I am contemplating that some special arrangement would be made such as we made in the Anglo-Danish Convention, by which written evidence could be accepted by the Courts in this country. At present, of course, if the claim were contested, the seaman or other persons would have to attend.

L-343. That would apply in the case of India, if it were contested, that both parties would have to attend ?—At present. That constitutes one of the difficulties in the way of Indian seamen recovering compensation under the Compensation Act at present.

L-344. And would there not also be the difficulty of a British Court appreciating the realities of an Indian case whether from the side of the employer or of the workman, the seaman, on written evidence ?—Of course, written evidence is not so satisfactory by any means.

L-345. *Mr. Cliff* : I will not pursue that any further. Could you give consideration to the question of whether there is any constitutional or legal difficulty in regard to the establishment of tribunals under the British Workmen's Compensation Act in India ?—You mean by fresh legislation ?

L-346. Is it possible at the moment ?—As I say, the claims under the British Act have to be settled by an arbitrator who may be and usually is the County Court Judge, though he may be an agreed arbitrator. Arbitration may also be by a representative committee of employers and workmen. In considering this question at the very outset, one idea we had was the possibility of shipowners and seamen in India setting up a representative committee or committees which would deal finally with cases

under the British Act. Whether there is any objection constitutionally to these committees under the British Act operating in India I do not know. We did not go further into the question, because the other suggestion was made, the present arrangement, and we thought that would be likely to work out more satisfactorily.

L-347. *Mr. Clow* : Could you let us have afterwards a brief note on the possibility of administering the British Act in India ?—Yes.

L-348. *Diwan Chaman Lall* : Is there any legal or constitutional difficulty in providing that the Indian Workmen's Compensation Act should be made applicable to all seamen who sign on on British ships ?—We have always considered that there was constitutional objection to letting any country deal in its workmen's compensation legislation with accidents on the high seas on ships belonging to another country, registered in another country.

L-349. At the moment I had in mind Californian legislation whereby a workman who is a resident of the State of California, who signs an agreement for work outside that State under an employer who does not live in that State, can claim workmen's compensation under the Californian law ?—That is when he meets with the accident outside the State although he is domiciled in the State ?

L-350. Yes, he is a resident of the State ?—That is rather a different position, is it not from that of a ship ?

L-351. As far as legislation goes, the legislation on the adjoining State in which the resident might happen to be might be quite different from the legislation in California ?—Might I ask how he recovers the compensation ?

L-352. I suppose the Courts of California give him the right to recover according to the laws of California ?—But can their warrants or orders be executed in the other State ?

L-353. That is another point ; that point would not arise in India because there would be registered offices of the employers in India. Take the case of the P. and O. Company ; they have got an office in Bombay ; as far as execution is concerned, there should be no difficulty ?—I should not like to contemplate the position where the owner of a ship with a number of seamen of different nationalities was liable to each man according to different laws according to his nationality.

L-354. I am for the moment confining myself to Indian seamen. If an Indian seaman signs on in Calcutta or Bombay or in any other Indian port on a French, German or Indian ship, and if the company which operates that ship has its offices in India, there should be no difficulty in executing a decree against the company ?—Probably not.

L-355. Is there any other practical difficulty in making the Indian law applicable under those circumstances ?—That is rather a matter for those in India to say ; you would certainly have to have powers of arrest against the ship, which is rather a serious power to take.

L-356. It could be made to work ?—I am not prepared to express an opinion ; it is really outside my experience.

L-357. *The Chairman* : If I have it correctly—you will correct me if I have misapprehended in any respect—your opinion is that the bar which is inserted in this voluntary agreement relating to the taking of a civil action for damages is one which is rather theoretical than practical ?—I should say so.

L-358. You think that if that were omitted from the agreement it would make very little practical difference ?—That is what I should expect.

L-359. It would remove a theoretical inequality as between the lascar and the British seaman ?—No, I do not think that is quite the case. The British seaman can take the action ; if he fails in the action and he wants to get compensation, he must apply at once to the Court which has dismissed the action, and which has all the facts before it, to give the compensation, or, if it is an appellate tribunal, to remit the case to the County Court to assess the compensation, and the costs of the action may be deducted from the compensation. In this case you would be putting the lascar in a better position than the British seaman ; you would be giving him a right to take an action for damages here, and then perhaps three months afterwards to prefer a claim in India under the stipulations.

L-360. That is because the proceedings would be in different Courts ?—Yes.

L-361. And in the second case in the proviso, a claim for compensation in respect of the injury under the law of the country in which the ship is registered, there you take the point that the two laws are so different, the English compensation law and the Indian, that it would be extraordinarily difficult to have Courts in India administering the British law ?—Yes, I think so. I am very much attached to the British law, but I should never suggest that it should be introduced into another country. It is extraordinarily complicated, being framed to meet the complex industrial conditions in this country.

L-362. You are aware that the Indian compensation law has been specially designed for the circumstances of India ?—Yes.

L-363. With much greater simplicity and directness ?—Yes.

L-364. And speed really in decision ?—Probably speed. Certainly it is much simpler and more direct.

L-365. So that any attempt to administer the British law in India would raise a host of complications which are now not present to the minds of those who administer the Indian law ?—Yes ; that would certainly be so.

L-366. Both the lawyers and the Judges ?—And to the workmen, the seamen.

L-367. In my communication are set out the two points to which our attention was directed in India : " (1) It is very doubtful if, after a lascar has accepted payment, the Commissioner can object to the amount as insufficient, even if the lascar brings the question up ; (2) in fatal accidents, where there is no dispute, the employer is not bound to deposit." Do you see any objection in the agreement being revised to clear up those two points and remove any handicap to the lascar ?—No, I see no objection at all. I do not quite follow the first point. I should have thought that the lascar under the first point in the stipulation would be in precisely the same position as any other Indian workman under the Indian Workmen's Compensation Act ; but if he is not, I do not see why the stipulation should not be amended to deal with the point.

L-368. It is suggested to us that he has not the full rights, and, as you know, the Commissioner has more powers in India than in this country ?—The intention of the agreement as we understood it was that the lascar should be in precisely the same position as any other workman.

L-369. And therefore, as far as you can see, you would be in agreement with a revised agreement which removed those two handicaps ?—Yes, if they exist.

(The witness withdrew.)

Sir GERALD BELLHOUSE, C.B.E., Chief Inspector of Factories, Home Office.

L-370. *Mr. Cliff*: When were the docks first brought under the regulations under the Factory Act ?—1904 I think it was ; the first code of regulations was in 1904.

L-371. What led to them being brought under the regulations under the Factory Act ?—It was one of those occupations that were not regulated up to then ; docks were first brought under the Factory Act in 1895 and power to make regulations was conferred by the Act of 1901 ; this was one of the dangerous occupations with regard to which regulations are specially necessary.

L-372. The regulations do not apply to the hours of labour, do they ?—No.

L-373. They were regulations designed to apply to a dangerous ocoupation ?—Yes.

L-374. Might that be put briefly as the reason and purpose of the regulations ?—Yes.

L-375. We found in India that accidents were enquired into either by the officials of the Port Trust or by the Police ; would you contemplate that as a satisfactory system here in Britain ?—No ; they ought to be dealt with the same as any other type of industrial or factory accident ; it seems to fall naturally under the duties of a factory inspector.

L-376. Is it true that there are no practical difficulties of administration in bringing this under the Factory Act regulations ?—No, we have had none.

L-377. Has this been largely done by agreement between the employers and the organizations of the work people ?—No ; originally the first code of regulations was made as a result of a special investigation that was carried through by two inspectors told off to carry out exhaustive enquiries ; they made certain recommendations for a code of regulations ; those were disputed ; the matter went to a public enquiry and as the result of the public enquiry the code of 1904 was established. A little later, in 1924 I think it was, we were not quite happy as to whether the regulations did not need amendment, whether they ought not be strengthened in certain respects, and we invited representatives of the two sides, the employers and the operatives, to meet us ; in conference we went through various clauses of the regulations and we came to a definite agreement as to their amendment. The results of that conference were published in a report, and then our code was amended in 1924 to give effect to the agreements reached. It is to that extent only that I may say that these results have been obtained by co-operation between employer and worker.

L-378. In the first place they were not obtained, and in the second place they were ?—They were obtained to this extent, that we got both sides to agree that these were proper amendments to make ; but they are enforced to-day by the inspectors, not by the industry.

L-379. I understand you obtained a general measure of agreement in 1924 and 1925 ?—That is true.

L-380. Is that report that was issued in print to-day ?—I am not quite certain whether it is in print or not ; it may not be.

L-381. Do these regulations make provision for a penalty on the employee ?—Yes, on the employee ; there are certain duties which fall upon him.

L-382. *Mr. Clow* : What kind of penalty ?—The penalty is imposed by the Act itself, by Section 85, which imposes penalties on the employer and upon any other person who may in fact be negligent.

L-383. *Mr. Cliff* : Then there is reference in the Home Office Memorandum relating to docks, with regard to the draft Convention recently adopted ?—Yes.

L-384. Does that mean only a few minor alternations ?—So far as Great Britain is concerned, yes, mostly minor ; there are one or two points which we are having a little difficulty in getting over in this country, and those points are being discussed at the present time in conference with the representatives again of the employers and workers of the industry.

L-385. Do you say these regulations are enforced by the industry ?—I do not think so.

L-386. Is it the regular type of factory inspector who makes the inspection ?—Yes.

L-387. There is no special qualification for this ?—No.

L-388. Is it a knowledge born out of experience ?—Yes, as in all our work.

L-389. Would you think that there would be any difficulty in applying similar regulations to India ?—I am afraid I have no knowledge of Indian conditions at all to enable me to answer that question ; but I put this point to you, that at Geneva these were discussed by some 49 nations of the world, and what was evolved at that conference is practically the English code of regulations. These other countries did not seem to think there was going to be any serious difficulty in enforcing those regulations ; and on that assumption I do not see why it should be very difficult in India. After all, there is nothing very difficult about them ; it is only protecting dangerous parts of machinery and dangerous corners on the quays, giving proper access to holds and seeing that the gear is in poper order ; I should think that could be done in any country.

L-390. You think that could be done where there is any reasonable measure of organisation on board and on shore ?—Naturally you must have some organization, but I imagine that in the ports in India there is some sort of organization for running them ; somebody must be responsible at the port for seeing to the fencing of dangerous corners and so forth, providing life buoys and so forth, and life saving apparatus ; that obviously must be the duty of the dock authority. Then there are the other regulations which deal with the ship ; it seems to me that is a duty of either the stevedore or the shipowner, as the case may be.

L-391. For enforcement and inspection of regulations, where do you suggest the authority should reside ?—I am not quite sure that I follow that question. I am quite content with our own arrangements, the inspection department.

L-392. *Mr. Clow* : How do you define the area to which the regulations apply ?—What is a dock ?—In most cases it is an enclosed premises. Of course, there are cases where they are not enclosed, especially wharves and quays ; there are certain wharves where there is very little enclosure.

L-393. In those cases do you define the area by some bye-law ; how do you decide where your jurisdiction ends ?—I think we do it on a common sense basis ; we do not try to stretch right back into the country to enforce a law which obviously has no application. What I have in my mind now are the canal wharves where barges and small ships may draw up alongside ; there is simply a wharf and the tow path ; we should only take into consideration that part which is used for the purposes of the processes of loading and unloading a vessel.

L-394. I was thinking of the legal aspect ; presumably the regulations apply to certain specified areas ; how do you get over the difficulty of definition when a prosecution arises ?—There are definitions ; I think a harbour is a defined term. The difficulty has never arisen with us in any way whatever ; we take the property that comes under the dock authority.

L-395. *The Chairman* : Is the definition a statutory one or is it laid down by regulation ?—There is a definition of " harbour ", if I remember rightly, under one of the Merchant Shipping Acts which defines the extent.

L-396. My point is have you any executive power other than statutory definitions ?—No.

L-397. In the case, say, of a warehouse half a mile away from the dock, how do you deal with that ?—The High Court has held as a matter of fact that the term " warehouse " does not include only a warehouse on the dock side ; it includes any warehouse.

L-398. *Diwan Chaman Lall* : Could it be half a mile or a mile away ?—Yes. It applies for example to warehouses in the City of London.

L-399. *Mr. Clow* : The dock regulations apply to these ?—The dock regulations only apply to the dock part.

L-400. *The Chairman* : A warehouse under the circumstances suggested, half a mile or a mile away, would come under the Clause in the Act ?—Yes.

L-401. Not dealing with docks but dealing with warehouses ?—Yes.

L-402. *Mr. Clow* : Who employs the men in this country engaged in dock work, unloading on the ship and on the wharf ?—It varies in different cases ; some of the big shipping lines do their own stevedoring ; in other cases they call in a firm of stevedores or a firm for coaling and trimming and so on.

L-403. Ordinarily is there a different employer for the man who is unloading on the ship and the man who is unloading on the wharf, or are they generally under the same employer ?—I think they are generally under the same employer.

L-404. There is no statutory regulation of hours in docks ?—No.

L-405. Would there be any difficulty in enforcing such a regulation ?—Of course work is usually irregular in docks ; you get great pressure at particular times ; but it is practically all male adult labour, and the question has really hardly arisen with us ; but I imagine there must be great pressure at particular times when a ship has got to be got out of port again and they have got to work continuously for very long hours at those periods.

L-406. In practice what are the maximum hours of continuous work for the worker ?—That is rather outside our province. We really have nothing to do with that ; that is governed, I presume, by agreement between the two sides ; it is rather a question for the Ministry of Labour than for us ; we have nothing to do with that.

L-407. In practice do some of your inspectors specialize in dock work ?—They specialize to some extent in some of the big ports. In London we have one man who devotes a great deal of his time to dock work, and in Liverpool we have a man who undertakes a great proportion of the dock work too ; that is not because he is a specialist, but it is for convenience of administration really.

L-408. Do you regard investigation into accidents in docks as requiring a large amount of technical knowledge ?—No, not a great deal.

L-409. Do you think one of your factory inspectors who had no particular knowledge of dock work would be quite competent to go and investigate the causes of an accident in a dock ?—That is our experience.

L-410. *Mr. Joshi* : Does the Factory Act, besides these regulations regarding accidents, apply to any work in the docks ?—Only to all work in connection with the loading or unloading or coaling of a vessel.

L-411. I am not referring to these special regulations to prevent accidents ; do the other provisions of the Factory Act, such as with regard to leisure time, mid-day time and other things, apply to dock work ?—No ; the docks are only brought under the Factories Act to a limited extent ; amongst other things we have power to make regulations and we have made regulations under the Act ; but most of the ordinary provisions of the Act do not apply.

L-412. I want to know the reason why the Factory Act should not apply to some of the work both on the ships and on the docks. The definition of a factory is that it is a place where work is done either by power or machine, if there is some amount of power within the enclosed area. If a dock is an enclosed area and some work is done with power, why should it not be considered as a factory ?—What sort of work have you in mind which is done with power ?—It is always possible that there may be a factory within a dock.

L-413. The work in the dock consists of loading and unloading ?—Yes.

L-414. But would it not be regarded as a factory ?—It is a factory for certain purposes at all events.

L-415. But the Factory Act does not apply ?—Most of the provisions of the Factory Act do not apply.

L-416. Do you apply the Factory Act to work on ships, regarding them as floating factories ?—Not exactly ; we only apply it to the circumstances to which our regulations apply.

L-417. You apply certain regulations ?—Yes.

L-418. Supposing there is a big ship in the dock making its own ice, for instance, which has got an engine and so on ; do the factory regulations apply to it ?—No. It would be impossible to enforce them if they did.

L-419. I am not thinking of sea-going ships, but take a dredger ?—They do not apply.

L-420. *Sir Alexander Murray* : As I understand it, the only Section under the Factory Act dealing with docks is Section 104 ?—That is right.

L-421. So that that answers Mr. Joshi's question ; if you refer to Section 104 you see all that can be done ?—Yes.

L-422. *Col. Russell* : I believe your Medical Inspectorate Department was created in 1920 or thereabouts ?—Much earlier than 1920.

L-423. How much earlier ?—I could not tell you the exact date.

The Chairman : You are referring to inspector of factories generally, I take it ?

L-424. *Col. Russell* : Yes, the Medical Inspectorate ?—Time goes so fast it is difficult to fix the exact date, but it was long before the war.

L-425. The question I was leading up to was this : would you tell us whether you consider your work in connection with the study of industrial diseases, for instance, particularly with regard to general health conditions in local industries, is an essential supplement to the work of the ordinary public health services and the work of the ordinary inspectorate ?—In my opinion it is, yes.

L-426. Can you give us your reasons for that ?—I do not think the ordinary public health services have in any way got the experience which

is necessary or could acquire the experience which is necessary to carry out the detailed requirements of the factory laws.

L-427. That would hardly apply to the question of industrial diseases, would it ?—I think it would ; there is the study which our inspectors have given to questions like lead poisoning, anthrax and so on, which is quite special, which I do not think is shared by or could be administered by any public health authority.

L-428. Nor by the ordinary factory inspectorate ?—No. Of course, I qualify that to the extent that the ground work is done by the medical inspectors ; the medical inspectors show us where the danger exists ; the ordinary inspector comes in after that and finds out the way of removing the dangers by means of mechanical ventilation and so on, which the medical inspectors have indicated. I do not think either is enough alone ; the ordinary factory inspector has to come in as well as the medical inspector.

L-429. Perhaps you have not got the experience of India which would enable you to say whether such a complicated arrangement of staff would be necessary in India ?—No, of course I can hardly say as to that ; I am quite sure it is necessary in this country.

L-430. You would prefer to have a separate staff ?—I think we are bound to have our medical inspectors, just as we have to have our engineering and electrical experts as advisers to me and the department and also to help the district staff in carrying on their work.

L-431. You would not admit that the ordinary public health services have sufficient expert knowledge to advise ?—No.

L-432. *The Chairman* : Could you give us an idea as to what is the strength of your medical department ?—At the present moment we have only got five, but we are getting two more immediately and an additional one next year. We have just had a considerable increase in our general staff approved, which is to be spread over a period of five years. We could not absorb them all at once, even if we could have recruited them, so that this rather considerable addition is being spread over a period of five years.

L-433. *Mr. Joshi* : Would these medical officers attached to your department possess the power of a factory inspector ?—Yes, they have the same rights of entry and everything ; they are inspectors of factories.

L-434. *The Chairman* : But they are full-time and fully qualified medical men ?—Yes.

L-435. Who are specializing in these questions of health as regards factories ?—Yes, industrial disease mostly ; they help us to some extent in ordinary health questions. Practically the whole of their time is devoted to investigation of questions in relation to industrial disease.

L-436. Are they employed at headquarters entirely or do they travel ? —They travel a lot ; we have two of them located in the provinces, and when we get the increase in the inspectorate, we shall not keep them all in London : we shall have more centred in different parts of the country.

L-437. They go and carry out special investigations as directed by you as the chief officer ?—Quite.

L-438. *Col. Russell* : After the appointment of these officers do you give them any special training, or must they have some special training before you appoint them ?—It is extraordinarily difficult to get anyone with special knowledge of these things beforehand, so that a great deal of their training has to be done after they have joined us.

L-439. Do you recruit them from the ordinary public health services ?—Not the public health service ; we advertise the post and some of the applicants may come from public health services ; but most of them are ordinary medical men.

L-440. Young men ?—Yes ; we give them an age limit of 40 years.

L-441. You train them afterwards ; they have not much experience ? —Yes ; I think they are generally about 30 years of age when we get them. Of course we look for men with high medical degrees and men who have had experience in working class districts as far as possible. In some cases we may be able to get men who have specialized on a particular point on which we want assistance ; for instance, we recruited two men, Dr. Middleton and Dr. Merewether who are lung experts and are able to deal with this big problem which is before us of silicosis.

L-442. *Mr. Cliff* : Would they conduct research work ?—I am not sure what you mean by research work ; they would only do research work to a limited extent. If we want much research work done, we generally get it done for us by one of the hospitals.

L-443. How do they commence their work ; do they commence on the report of the ordinary factory inspector with regard to industrial disease ?—When we appoint them they will come to headquarters for a time and be under the instructions of the senior medical officer and will go about with one of the senior inspectors for some months ; then we give them some enquiries to make on their own and gradually train them in that way.

L-444. If there is a new industrial disease, how does the department operate ?—When we begin to get knowledge of it. Take the case of asbestosis which has only recently been recognized ; we instructed one of our inspectors to make a special enquiry all through the industry, examine the workers in the industry, get to the bottom of it and furnish a report. That was carried out in this particular case by Dr. Merewether who got the whole of the facts of the case, drew his conclusion, and made his recommendations.

L-445. How would that particular piece of work start ; would it start on the work of some medical man ?—It started because we heard of a few cases of ill health and we thought the matter ought to be investigated ; we therefore put one of our staff to make a full investigation of it. My recollection is that it arose out of an inquest in this particular case ; it was suggested that the disease was related to the occupation. I think that was what really made us take it up in that particular case in the first instance. Action generally arises from complaints reaching us that certain workers are suffering in health from their occupation.

L-446. *Col. Russell* : Have you any link with the Industrial Health Research Board ?—Yes, we are quite closely in touch with them.

L-447. Do you get them to carry out investigations for you ?—Not on a matter of that kind ; we have our own experts ; I think such work is in fact more our job than theirs.

L-448. But you do have a link with them ?—Yes ; one of our inspectors, Dr. D. R. Wilson, was their secretary for years ; he was seconded for that work and he has now come back to us.

L-449. But in the case of any particular trouble you would be able to refer that question to the Industrial Research Board ?—Yes, and we have had assistance from time to time from the Medical Research Council, too, who carried on investigations for us and got data and facts upon which we can base our recommendations.

L-450. *The Chairman* : The next subject before us in our questions was the recruitment of factory inspectors. The request for evidence on that matter was given to me by Mr. Joshi and Mr. Chaman Lall. Perhaps they would be good enough to lead with the questions.

Mr. Joshi : Do you think that among the ordinary factory inspectors there should be some who possess a knowledge of medicine ?—I am not sure that I follow you.

L-451. In India we have not a large number of factory inspectors ; the number in each Province is very small ; we insist upon an engineering qualification ; I was wondering whether medical graduates should be appointed as ordinary factory inspectors ; I am not thinking of inspectors appointed specially to deal with industrial diseases ?—I should not have thought there was any great point in having medical experience for the ordinary factory inspector.

L-452. You would like them to have some engineering knowledge ; I was wondering whether medical knowledge might not be equally necessary ?—But there is this difference, that we like people to have had some engineering experience, because it means probably that they have started their apprenticeship in the shops and they have become familiar with the atmosphere of the factory ; then when they inspect factories they do not find themselves in an utterly strange place such as they have never seen before. That is the real advantage of a previous practical experience ; but I have always said one can make too much of that. After all, every inspector has got to learn most of his job after he comes to us ; he may have experience of one trade or one section of one trade, but when he comes to us he has got to know something about all trades and be able to administer the law in all industries ; so that whatever his previous experience and qualifications, he has to learn a great deal after he comes to us.

L-453. Do factory inspectors who possess a knowledge of engineering show themselves to be better than the others ?—Not necessarily ; we do not make engineering knowledge a *sine qua non* at all ; what we want to get is men of good education and personality. I attach a great deal of importance to personality. If we can get a man with those qualifications and with some practical and industrial experience, naturally he is the right man for us. We have taken men without any actual factory practical experience before coming, though not very many as a matter of fact, and in practice those men have done very well. We have only taken them when they have been persons with some sort of special educational qualifications or something of that kind which has led us to think it desirable to take them in, even in the absence of practical experience. I always think that shows that you can make too much of technical experience in our appointments ; what we want is men of good personality, tact and common sense, who will administer the law in a sensible way.

L-454. Do you take quite young men or men with some experience ?—We like to get them about 25 or 26 years old ; that is quite a good age at which to come to us ; it takes them some time to learn their work ; they grow up very quickly. If we take men who are too old, their time for retirement comes round almost before we have got the best out of them.

L-455. For your examinations what subjects do you have ?—We have practically given up examinations. We recruit now on a basis of competitive selection ; the only examination is that they have to pass a qualifying examination in composition, writing an essay or something of that sort, and precis writing, enough to show that they can express themselves properly on paper.

L-456. But after they are employed you do not examine them at all ?—When they are appointed they come to us on two years' probation ; after that they have a qualifying examination at the end of two years on factory law and sanitary science.

L-457. You have a regular course ?—No ; we examine them in the sort

of things they have been working on for the two years ; in the law they have been administering for two years.

L-458. *Diwan Chaman Lall* : I see that the employers asked you to make an engineering qualification absolutely indispensable ; what were your reasons for rejecting that suggestion ?—Because, as I said, we should lose a number of good candidates whom we should like to appoint, if that were made an absolutely indispensable qualification.

L-459. You did not consider that an engineering qualification was absolutely essential for the purposes of factory inspection ?—No. I do not want you to think I under-rate the value of practical experience before an inspector is appointed ; especially in the early days it does enable him to get hold of the nature of the work.

L-460. Generally you aim at getting hold of a suitable candidate who is likely to be a proper and fit person as a factory inspector ?—That is right.

L-461. Give the ordinary requisite qualifications, namely, a degree, and having gone before the Civil Service Selection Board, then he has got to show he is competent to do the work for a period of two years ?—That is right.

L-462. Mr. Cliff wants me to put this question to you : is there any difficulty in getting rid of a probationer supposing you find he is not suitable ?—Our experience has been a very fortunate one ; I do not remember a case on the ordinary inspectorate where we wanted to dispense with a man after we had appointed him.

L-463. I suppose the Selection Board sees to it that the candidate is generally fit ?—Yes, and I think that interview helps one to judge of the personality of the man, as to whether he is likely to be a good inspector, exceedingly well.

L-464. From your very great personal experience of these matters, would you consider a system like this to be an unsuitable system : where conditions of qualification are laid down that there must be a certain amount of practical experience in the works, and a very high technical engineering degree, without which there would be no possibility of appointment ; do you think that would be unduly restrictive ?—Yes. I think you might have difficulty in getting an adequate number of candidates to present themselves if you make it too restrictive.

L-465. *Mr. Clow* : Would not it depend rather on the number of inspectors you had for a particular area ; I mean if owing to circumstances you could not appoint more than one or two, I take it qualifications of that kind would assume a greater importance ?—Yes, I think so ; but in any case you are going to be thrown back on personality, and I think one can quite easily attach far too much importance to high degrees or previous practical experience.

L-466. *Diwan Chaman Lall* : You think this system of appointment is satisfactory generally ?—I think it is ; we have only had it for about three years now. We used to have a rather stiff examination on general subjects for a man to show he had a thoroughly good general education ; but in the first place the person who did best in the examination was not at all necessarily the person most suitable to be a factory inspector ; and secondly, I think it is generally felt nowadays to be a little unreasonable to ask people of 25 to 27 and even up to 30 years of age to sit for a rather difficult examination of a general character of that kind.

L-467. Your general experience I take it is that after he has got this appointment, what he learns during the course of his work is much more important than anything he might know beforehand ?—Yes, certainly.

L-468. *Miss Power* : In India there are as yet no women factory inspectors properly so-called. Do you consider that women factory inspectors are essential where there are a large number of women and children in industry ?—I do certainly.

L-469. Do you consider that in the first instance they should specialize on the work of women and children, and that the scheme that you have here of aggregation as between the two staffs is essentially a second stage in development ?—I do not think it need necessarily be so ; if you are only going to have one or two women, you can let them specialize ; but as soon as you begin to get a considerable number of women inspectors it becomes more and more difficult to segregate them and let them specialize on particular points ; in our case there was always overlapping between the men and the women, which caused dissatisfaction in the department, and equaly the employer did not always quite know where he was ; he would be visited by the district inspector one day, and then suddenly a lady from London would come in the next day and begin giving him instructions too. After many years' experience we have come now to putting men and women on practically an equal basis.

L-470. But if you have only one or two women, you think it is better to specialize ?—Yes ; I do not think you would come up against the difficulties that we experienced as long as you have only a few ; in the early days when we only had two women they did specialize on subjects relating to women. It may be that in India there are still problems to be solved as three were with us when women inspectors were first appointed. We have much fewer problems which are peculiarly women's problems nowadays ; in the course of years they have gradually disappeared and the women now are required to do practically the same sort of work as the men. We do make arrangements in each part of the country if any special subject occurs affecting, we will say, the health of the women, to have in each division a senior women whom we can instruct to carry out any enquiry of that kind which may be necessary.

L-471. It has been suggested to us that women should specialize on the welfare side while men should do the more technical work, such as inspection of machinery, etc., is that a suggestion which has ever been discussed in this country ?—Yes, and rejected. After all, are women going to be contented with a little bit of the work such as welfare work ?—Question was raised as to the desirability of women inspecting factories in which men only are employed, and it was suggested that if the women were given this welfare work while the men did the other work one might get over that difficulty ; but you at once come up against the difficulty all the stronger, because there is welfare work to be done in connection with men workers just as there is with regard to women. There was found to be no possibility of any proper division on those lines ; in addition to which, I do not think public opinion in this country would be satisfied if women were merely looking after welfare work.

L-472. Would you give us the benefit of your experience as to what are the best qualifications for women factory inspectors when first appointed ?—We have mostly drawn from women who, in the same way as the men, have been through University courses, and taken their degrees in social sciences and that sort of thing ; sometimes they have had some experience in settlements and places of that kind. Sometimes we get people who have been welfare workers in factories ; that is the sort of women from whom we get recruits.

L-473. You do not think it is necessary that they should be doctors ?—Oh no ; I do not want doctors at all ; I think a doctor is a specialist and had better stick to doctoring.

L-474. That is a suggestion that we find it very difficult to get away from in India, that a woman factory inspector must be a doctor ?—We have a woman medical inspector and she is very useful, but I do not think medical qualifications are specially good for the ordinary factory inspector.

L-475. In the recent report of the departmental committee on factory inspection the difficulty was emphasized of making employers and workers acquainted with labour legislation, and the suggestions for improving the situation naturally presupposed literacy. Could you give us any useful suggestions as to how to get over that difficulty where illiteracy has to be taken for granted ?—I am afraid not, because you have got to rely on notices and things of that sort. What the Committee had in mind was making these notices that have to be put up in factories as simple as possible and as intelligible as possible ; but if the people cannot read, notices are no good to them, and I do not know what the alternative is.

L-476. Does the factory inspector consider it any part of his duty to explain the industrial laws to the workers here ?—To some limited extent, in talking to the workers in going round or meeting representatives of the industry ; we have addressed meetings of workers on various points from time to time ; but we do not go beyond that.

L-477. In England does not the non-adult go through two stages, that of the child and that of the young person ?—We have no children now.

L-478. None below the young person stage ?—No, we have nothing below young persons now ; no child may be employed in a factory.

L-479. Does the stage of being a young person extend from 14 to 18 ?—Yes.

L-480. Why is the age of the young person put as high as 18 ; what special protection is he or she considered to need between the ages of 16 and 18, for instance ?—I should have to go back to the very early stages of the factory law to explain that. That has always been the dividing line ; I cannot tell you why it was chosen particularly. I suppose the age of 18 is more or less the end of adolescence. The age of 18 has been in the Factory Acts for years in fact, ever since the commencement of the factory laws, and I can only assume it was put there because when you reach the age of 18 you are more or less getting to the end of adolescence and are becoming an adult. It might be quite different in another country; I am not going to say that 18 is the Heaven-sent age for every country.

L-481. Do you consider the young person should be medically re-examined before being put on to adult work ?—I have no experience to make me think it is necessary at all.

L-482. You think they can move straight on to adult processes ?—Yes.

L-483. How do you distinguish here between the young person who is not fit for adult work although having reached that age and the young person who is fit ; is there any form of protection for the unfit ?—I am afraid if he is not physically fit for the work he does not get promotion to the higher job ; there is not any very sudden jump from one to the other ; he gradually moves up in a factory as a vacancy occurs. You do not say : " This is work for a boy under 18 and that is work for a boy over 18 :" he gradually grows up to the new job.

L-484. Who controls the work of the certifying surgeons in this country ?—We do, the Chief Inspector of Factories does ; our medical

inspectors look after them a good deal ; the district inspector is in immediate touch with the certifying surgeon in his own district ; and then the superintending inspector in the division would be the person we should refer to if we were not satisfied about the work of the certifying surgeon, and he is the person to whom we should refer any complaint we might receive. If difficulty arises, then our medical inspectors come in ; when we are making appointments in an important industrial district, our medical inspectors always review the qualifications of the candidates and make their recommendations as to which of them should be appointed.

L-485. Are all the certifying surgeons employed full-time ?—None of them.

L-486. But all their work is subject to review ?—Yes ; they are all definitely appointed by the chief inspector.

L-487. *Col. Russell* : The certifying surgeon is a general practitioner ?—Yes.

L-488. *Sir Alexander Murray* : Do you often dismiss a man from the factory inspectorate ?—No, very rarely.

L-489. Do you ever get any suggestions of bribery and corruption in connection with the service ?—No, I am happy to say we are entirely free from anything of the sort and I am sure that any such suggestion would be very much resented not only by the department but by the trade organizations generally.

L-490. Who institutes prosecutions against the employers ?—The district inspector, but he cannot sanction a prosecution himself ; he has got to make a report to the superintending inspector for the division, and the superintending inspector approves or disapproves his recommendation that a firm should be prosecuted.

L-491. I see in Section 120 it says that any inspector if so authorized, may, although he is not a Counsel, prosecute or defend any case. He comes, therefore, both as prosecutor and as witness for the prosecution I suppose ?—Yes.

L-492. Is any objection taken to that ?—Never.

L-493. Is any suggestion ever made to you that because the factory inspector knows the employer therefore he does not always prosecute when he might do so ?—I hope not ; I have never heard any such suggestion.

L-494. We have had that suggestion made to us in India ?—I should be very sorry to think that anything of that sort happens here ; I have never heard any hint of it.

L-495. Do you ever have complaints about light sentences being passed ?—We are sometimes a little dissatisfied with the sentences that are passed by local Benches, but I am not sure that the penalty is the important thing ; it is the publicity which has its effect.

L-496. Do you have cases of the same man being prosecuted more than once ?—We have got a minimum penalty after the first offence.

L-497. *The Chairman* : The Law provides a minimum penalty ?—Yes.

L-498. *Sir Alexander Murray* : While the case is being tried and before the man has been found guilty or not guilty, do you let the magistrate who is trying the case know that the defendant has been convicted, let us say, a few months before of the same offence ?—After he has been found guilty it is our duty to remind the Bench that it is a second offence and to ask for the minimum penalty for a second offence, if there is one.

L-499. In India we have had cases of employers being convicted of the same offence several times in the course of a year or two, and it has been suggested that the fines are not sufficiently heavy. It has been sug-

gested that before the Magistrate has decided whether the accused is guilty or not guilty, he should be told of the previous convictions ?—I think that is contrary to elementary principles of justice.

L-500. I agree, but of course that he should be told after conviction and before sentence is quite a different proposition. What is the difference between the factory inspectors who examine the bigger factories and the inspectors who inspect the small workshops ?—We have had hitherto a separate class of what we call inspector's assistants who inspected nothing but workshops ; but we are allowing that class to die out ; they had no special right to promotion from one grade to another, though we did promote some of the best of them to be inspectors, and it only caused dissatisfaction amongst them. It is generally a very limited and dull occupation to do nothing but go from a carpenter's workshop to a bootmaking workshop next door. We think now the proper course is to abolish that grade and let the ordinary factory inspector visit all these places, big or little.

L-501. We find in India many small shops dotted all over the country, some of which we might like to bring within the purview of the Act ; but they are so widespread. Here there were about 20,000 factories and workshops which were not inspected last year ?—Yes ; the first thing the inspectorate staff committee had to consider as a committee was what standard of inspection ought to be aimed at, and we were unanimously agreed that there are in this country, and no doubt in every country, a large number of small and unimportant works where the conditions are good and which really need not be inspected every year; we think that a visit to those places once in every two years is probably quite sufficient. What we had in mind was that we should not require our inspectors to go and visit those places every year, but rather they should spend more of their time in the bigger and more important factories.

L-502. What is your view with regard to stopping the employment of children who are under age and work longer hours than are permitted, in such places ?—It may be necessary there ; that may be a different problem ; but there are large numbers of blacksmith's shops, carpenter's shops, wood works, dressmaker's shops, where we know as a matter of fact there are no children at work, where there is no pressure of work or any tendency to work illegal or improper hours ; and of course, our Education Acts prevent children getting into the workshops. That sort of question is not now really important with us in these small workshops. We feel that these little places can quite well be visited once every two years, so giving the ordinary staff more time to devote to the more important part of their work.

L-503. *The Chairman* : And it is true, is it not, that in the course of years you have established a sort of public opinion that it is not good form to evade the law ?—Exactly.

L-504. There is that public opinion amongst employers ?—Yes.

L-505. Is not that a very great factor ?—That of course is a very great factor ; and there is another great factor nowadays, that people will not work illegal hours ; you cannot get people to stay all sorts of hours as could be done when I was first appointed an inspector.

L-506. *Sir Alexander Murray* : Where do you bring the local authorities into your factory inspection ?—They come in in connection with these small places, workshops and so on ; they are responsible for the sanitary conditions.

L-507. You of the inspection department are under the Home Office ?—Yes.

L-508. In India we have the factory inspectors under the particular department and we were considering whether it would be possible to bring in any other authority to supervise these small workshops all over the country. How do you get the local authorities to function ?—Of course the standard varies a great deal in different areas ; in many of the big towns, there is quite a big inspecting staff who devote the whole of their time to going about and seeing that the provisions of the Factory Act are obeyed ; They see that the provisions with regard to cleanliness, sanitation and overcrowding are complied with. But naturally there is a great deal of variation between the different authorities. In some cases the work is done extremely well, and there are places in which they do not do very much until the factory inspector calls attention to the dirty condition of a particular workshop.

L-509. Is there overlapping between the factory inspector and the sanitary inspectors ?—If we find a place dirty it is our duty to report it to the local authority for them to take action, and a sanitary inspector if he comes across a new workshop which has not the workshop notices exhibited, advises us.

L-510. If he had reason to believe that unduly long hours are being worked, would it be his duty to bring it to the attention of the factory inspector ?—He would do so ; there is no duty on him ; but we work on very good terms with the local authorities and we help one another.

L-511. Where does the Medical Officer of Health come into connection with these factory inspectors ?—He is in charge of the work of the inspectors of the local authority.

L-512. Do the Medical Officers of Health submit reports to you ?—No ; we get their annual reports in which they say what work is being done in their areas.

L-513. How do you pay them ?—We do not pay them at all.

L-514. Are they honorary workers ?—They are not our officers at all ; it is simply that certain duties in this connection belong to the local authorities and not to the factory department ; it is their duty to see to the enforcement of certain regulations.

L-515. *The Chairman* : Does that include the passing of plans for new workshops ?—They are entirely responsible for that ; but that is not so much in connection with the sanitary condition of the place as with regard to whether it is a properly constructed building. An officer of the local authority who is responsible for examining plans for building is not necessarily the person who is responsible for sanitation ; so that it does sometimes happen that when the plans have been passed we find that certain matters in relation to sanitation are not in accordance with the law.

L-516. Then do you at any stage go into the question of plans for new workshops ?—No, we do not. That suggestion has often been made and considered, but it has not been adopted for two reasons : first, that we are rather afraid of being snowed under with huge quantities of plans coming in, and consequently of our inspectors spending their time sitting in their offices inspecting plans instead of going outside inspecting factories ; and, secondly, that the responsibility under the Factory Act rests with the occupier and not with the factory inspector. If the inspector were to examine the plans and were to overlook something and give a certificate that the plans were all right, he would be in a very awkward position afterwards when he inspected the factory and had to point out that the building was not in accordance with the law. We do not want to accept that responsibility, which really rests with the employer.

L-517. *Sir Alexander Murray* : Of course you have an advantage here in that the Education Act keeps the children out of the factories until they are 14 years old ?—Yes.

L-518. Unfortunately we are not in the same position in India and it has been suggested that employers should provide educational facilities for the children ; have you any views in that connection ?—Of course, in the old days there used to be work schools in this country, though that was before my time ; in fact, it is a very long time ago and I have no experience of it ; but I suppose if you cannot get anything better, it is possibly a way out.

L-519. *The Chairman* : The quality of the schools was not very high ? —No, I do not think it was.

L-520. *Sir Alexander Murray* : I am interested to see in your last factory report that the majority of accidents are not preventable by safeguards of any kind but by the exercise of care on the part of the workers ? —Yes.

L-521. Is that the general experience throughout the working of the Factory Acts that accidents are due not so much to a lack of safeguards as to carelessness on the part of the workers ?—I think that is a very common experience in practically all countries ; our percentage of machinery accidents may be a bit lower than in some countries because we have for years been working at getting machinery better and better protected, and fencing of machinery has become perhaps more standardized in this country than in some other countries. No one wants to under-rate the importance of fencing machinery ; if machinery were not protected we should immediately have a quick rise in the percentage of machinery accidents ; but we have reached in this country a pretty high standard in that regard. We cannot help recognizing though that there is this enormous number of accidents which are not due to machinery, and that there must be some way of reducing those. We have been working very hard in that direction for the last few years particularly.

L-522. I also notice that sepsis is reported to have supervened in connection with over 16,000 accidents, including 39 in which it was the cause of death, and you go on to say that this total of septic cases indicates that in one accident out of every ten the injury becomes infected. Of course, in India we have no satistics of this description. What do you suggest might be done to reduce that proportion of one in ten ?—Now under the Workmen's Compensation Act every factory has got to keep a supply of first-aid appliances, and everybody is becoming much more interested in that question than they used to be ; but I cannot indicate that so far we have reduced this number of sepsis cases very materially. There is always the difficulty of getting a man who has a small injury to have it dressed at the first-aid box ; he cannot be bothered to do it ; I suppose we are all much the same in that respect.

L-523. How does the Workmen's Compensation Act come in in that case ?—In the Act of 1923 there is a clause which deals with certain factory accidents and gives the Secretary of State power to make orders to secure proper safety organization in a factory. We require the inclusion in the first-aid box of sterilized dressings which anybody can put on and which are practically fool proof. In the old days somebody would dive into a box, pick out a rather dirty piece of lint, cut it possibly with dirty scissors and put some possibly dirty ointment on, which probably led to sepsis. There have now been produced sterilized dressings of so simple a character and of different sizes that they can safely be put on a wound by anyone.

L-524. But in spite of that, the proportion of sepsis is very high ?—I think the real trouble is getting the worker to go and have trivial injuries attended to.

L-525. *The Chairman* : I suppose a great deal depends on the wisdom of the overseers in the various departments in insisting on it being done ?—Entirely. We are now working with a view to reducing these minor accidents, non-machinery accidents. We have been trying to get safety committees appointed, and we have been quite successful in doing so in some of the big factories. These safety committees deal with all accidents and matters of safety ; they analyse the accidents and look into the causes ; they are of immense educative value. We always recommend that representatives of the workers should be changed fairly frequently so that the knowledge may be spread as widely as possible amongst the workers in the different shops.

L-526. *Col. Russell* : Is that the point to which you were referring when you said during the last few years you had been making great efforts in trying to prevent these accidents and the proportion of sepsis by educational methods ?—Yes.

L-527. *Sir Alexander Murray* : But I am quoting from the 1928 report ?—Quite frankly, we are rather disappointed that we have not made a bigger inroad on these sepsis cases, because, after all, we do now see that in every factory there are proper first-aid appliances, and if they are properly used there ought to be a reduction in these cases. I hope we are going to see a great reduction. But this high proportion will, I feel, persist unless we can get in touch with the worker and persuade him to have small wounds properly dressed. The only way really to do it is by educating the worker in the importance of proper care of wounds.

L-528. *The Chairman* : In fact the worker has got to learn that a scratch is in many cases more dangerous than a broken arm ?—Yes.

L-529. *Miss Power* : As a result of the experience of the working of welfare orders under the 1916 Act, would you say that a measure of compulsion is essential to bring the bad employer up to the level of the good ?—Yes, certainly in particular industries it is.

L-530. Your department would not like to go back to the days when you had no compulsory powers in respect of what is now understood as " welfare " ?—No ; now we recognize that this is an important provision with which we ought to have power to deal.

L-531. In the early days was not the attitude of the workers towards welfare hostile ?—Not hostile to welfare as we deal with it ; they were rather suspicious of the appointment of the welfare supervisors and the establishment of some sort of organization in works, which they were a little inclined to think was just there to get a little bit more work out of them without any additional remuneration ; but there has never been any sort of opposition to the sort of welfare with which we deal ; there have been cases where it has been misused after it has been provided, but there has never been anything approaching opposition to it.

L-532. To what extent has the co-operation of the workers, as empowered by the Act, been secured in carrying out those orders ?—I do not think we have used that power very much ; but where there is a works committee or anything of that sort, welfare work has nearly always been part of the work they have undertaken.

L-533. You refer to the growing habit of consultation between the factory inspection department and associations of employers and workers ; is there any standing committee to effect that co-operation ?—

They are just *ad-hoc* ; they come together for that special purpose ; but where there are Whitley Committees, which are flourishing still, those are the bodies we like to get into touch with and in some cases we have been very successful in dealing with them.

L-534. Who took the first steps to build up that policy of co-operation between the factory department and the employers' associations ?—I do not know who is responsible for that, I suppose the Chief Inspector ; it seems to me such an obvious thing that if you want to get an order carried into effect it is better to bring it into effect with the goodwill and assistance of the trade rather than in opposition to them. We always try to co-operate with representatives of the trade in all these matters ; in some cases we have tried it before we issued a draft order at all ; we make an agreement with the industry that this is a proper thing to do, we issue our draft order, and it then goes through with practically no difficulty.

L-535. *The Chairman* : Perhaps you could give an illustration of the cotton industry in which I think for two years you explored the question ?—Yes, that was really in connection with accidents. We have done a great deal with the cotton trade. I happened as a matter of fact to be the superintending inspector in Lancashire at the time when we started this work, so that I was responsible really for the first conference. We met ; We had to be a little patient but in the end we did get an extremely useful and helpful agreement which dealt not only with safety but with certain health matters as well. That agreement, which I think was adopted in 1917 or 1918, we have just had reviewed and brought up to date with another conference ; I am very glad to say they have at my suggestion established in the cotton trade in Lancashire a standing committee on which the employers, the operatives and ourselves are represented, to review the position every six months. I think those engaged in the trade appreciate that very much. It has only been working for about a year now but I think it is going to work extremely well and be very helpful and valuable.

L-536. *Miss Power* : Your evidence implies that compulsory welfare has definitely stimulated voluntary welfare. Can you give us instances of that ?—It is very hard to show that in actual detail. We have never made an order requiring the appointment of a welfare supervisor, but we have always done what we could to encourage those appointments, and once you have got a welfare supervisor, the rest more or less follows ; but I would not like to say definitely that our orders have done an enormous lot to encourage outside welfare as well ; I think that would probably be going too far.

L-537. To what extent are factory inspectors empowered to stimulate and encourage voluntary welfare activities on the part of employers in addition to enforcing compulsory orders ?—We should only do it if we were consulted by employers ; we should never go and say : You ought to start a cricket field. We are not really concerned with that ; we are concerned with the comfort of the worker in the Factory ; we are not so much concerned with his recreation and his pension and things of that sort ; but as a matter of fact, employers are naturally proud of what they have done and show what they have done to the inspectors, and we do in fact pick up a good deal of knowledge on the subject ; if an employer wanted some information or wanted to consult us, as they do not infrequently, then we are able to give them some assistance ; but we are

not really concerned with this extra mural welfare at all ; we are only concerned with the comfort of the worker at work.

L-538. You have said there was no hostility on the part of the workers to these orders ; was there at any time any hostility on the part of the employers to a Government department being given additional powers of that kind ?—I do not think so ; I cannot remember any ; there was certainly no organized opposition to it.

L-539. *Mr. Joshi* : You mention in your memorandum welfare orders for certain purposes, such as the supply of drinking water. Are these welfare orders likely to become part of the Factory Acts ?—Yes, they are enforceable under provisions of the Factory Act.

L-540. So that welfare orders have a tendency to become part of the Factory Act ?—Of course, a welfare order only applies and can only be applied to a particular factory or to a particular class of factories ; so that we deal with different trades.

L-541. You do not apply welfare orders generally to factories ?—No, we cannot ; we have not power ; we can only apply it to an individual factory or a class of factories.

L-542. Take, for instance, tanning ; do the welfare orders apply to particular factories or to any place in which tanning processes are carried on, wherever it may be ?—Factories or workshops.

L-543. *Sir Alexander Murray* : The point is that before you issue any order of this description, you hold an enquiry and endeavour to get agreement between the parties concerned ?—Yes ; the question crops up very much as questions occur, as was mentioned just now, with regard to medical questions. We know that a particular industry is of a dirty or disagreeable character and we feel that something ought to be done. We instruct one or more of our inspectors to visit a large proportion of the works of the particular kind we have in mind. They look to what has already been done in the best class of factory, they consider how that is applicable to the industry generally, they report to us and we make recommendations as to the extent to which the welfare order ought to go. In many cases, if there is a joint body that we can approach, we call them in at that point, and say : We feel that something ought to be done in this industry ; we should like to consult you as to what can properly be required, and we probably put that draft order before them. After discussion we practically in all cases come to an agreement and then the thing goes through. Sometimes we have issued our draft without such previous consultation ; we have felt we could not get a really representative body to consult beforehand ; we issue our draft and then meet objectors afterwards.

L-544. What is the type of referee to whom you refer cases in the event of differences of opinion arising ?—He is appointed under the powers under the Act ; the Secretary of State has to refer objections to a referee.

L-545. Is he a medical officer or what type of man is he ?—The last one was Sir Harold Morris, Chairman of the Industrial Court here. It is generally a legal referee.

L-546. *Mr. Cliff* : Is the work of the welfare officers a development and extension of your safety work under the Factory Act ?—I would not call it an extension of the safety work ; it is an extension of our powers under the Factory Act. We used not to have power to deal with the comfort of the worker. It is often rather difficult to distinguish between comfort and health : sometimes you cannot say : This is a dangerous

occupation ; but you may say : It is a nasty dirty occupation, provision ought to be made for the workers in it to wash after their work and get their meals in comfort.

L-547. If I may quote the criticism which is sometimes put forward : has it led to the institution of a powerful bureaucracy ?—I do not think so ; I do not think we have ever been accused of making an order where an order was not wanted ; and, after all, our orders are only trying to give effect to what is already the best practice in the industry.

L-548. *The Chairman* : That is the essence of what you have done : levelling up the backward to the level of the best ?—That is right.

L-549. *Miss Power* : Perhaps we could know on that whether it has involved any increase in the inspectorate to carry out these orders ?—No, I would not say that. Our work is always growing and the increase in the staff has not been on this account in particular but owing to the general growth of the work.

(The witness withdrew.)

LONDON.

Third Meeting.

Tuesday, 15th July, 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

The Rt. Hon'ble V. SRINAVASA SASTRI, P.C., C.H.
Sir VICTOR SASSOON, BART.
Sir IBRAHIM RAHIMTOOLA, K.C.S.I., C.I.E.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. S. LALL, I.C.S.
Mr. A. DIBDIN. } (*Joint Secretaries*).

Mr. JOHN CLIFF.
Mr. N. M. JOSHI.
Diwan CHAMAN LALL.
Miss B. M. LE POER POWER.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Sir WALTER KINNEAR, K.B.E., Controller of Health Insurance, Ministry of Health.

L-550. *The Chairman* : You hold the position of Controller of Health Insurance in the Ministry of Health ?—Yes.

L-551. That is to say, you are the Chief Officer of this great scheme of Health Insurance in England and Wales ?—Yes.

L-552. You have been good enough to send to us a very full and careful memorandum describing the scheme as it exists to-day in this country. You have also given us some useful information about the history of the scheme. In the first place, you tell us that the scheme had been under detailed consideration for about three years prior to its introduction to Parliament, and that it came into complete operation about two and a half years after being placed on the Statute Book. Therefore it was really a matter of five and a half years' work before it actually came into complete operation ?—Yes.

L-553. Could you give us any indication of the nature of the investigations, and the preparatory work, and by whom it was done ?—It was done through the agency of the British Treasury. The British Treasury made an investigation. Fortunately they had at their disposal

a very considerable mass of material with regard to the morbidity experience in this country as regards men.

L-554. By morbidity you mean health statistics ?—Yes, as regards the duration of sickness in varying occupations at varying ages. The experience, which they utilized for the information of the actuaries, was that of the Manchester Unity, one of our large friendly societies, which has been in operation in this country for many years. The Government was, therefore, at an advantage in having this vast mass of information at its disposal. It employed an actuarial committee with a view to analysing the experience of the Manchester Unity ; and, having made a rough skeleton of the scheme which it intended to bring into force in Great Britain, the rates of premium were arrived at by the actuaries after a rather prolonged investigation, and after making the necessary adjustments in the experience of the Manchester Unity. The Manchester Unity included payment of sickness benefit during the first three days. That is excluded under the British scheme, and the necessary adjustment had to be made on that ground. The Manchester Unity also made payments for accidents arising out of, and in the course of, employment, but the British scheme excludes accidents which are covered by the Workmen's Compensation Act. Consequently, an adjustment in the contribution had to be made on that ground. I mention those as two illustrations of the adjustments which had to be made, but the great advantage which we had in starting the scheme in this country was that we had past experience of the rates and duration of sickness, in varying occupations at varying ages. Having arrived at some idea of the finance, the question arose as to the method of administration. The then Chancellor of the Exchequer, who was in charge of the scheme, Mr. Lloyd George, sent a delegation to the continent where, especially in Germany, the system of administration was thoroughly explored with a view to seeing to what extent the British system could be modelled on the system in force in Germany. On the return of the delegation, the Chancellor had to consider the fact that this country had already in operation a large voluntary insurance movement for sickness and disablement, mainly through the old-established friendly societies, and also to a considerable extent, through certain trade unions. Negotiations, which were of a very prolonged character, took place with these various interests as to the extent, if any, those interests should be identified with the administration of the scheme. Eventually it was decided that the British scheme should be administered through outside agencies called approved societies, which are more or less associated with the various friendly societies and the trade unions, and the industrial companies. These approved societies are self-contained bodies, but many of them are closely identified with what we call the parent organizations and every effort was made at the time to avoid doing anything to prejudice the activities of the voluntary side of the organizations. The scheme of health insurance—the Act itself—is a very complicated piece of legislation. In fact, at the time it was passed, the then Mr. A. J. Balfour said that it was the most complicated piece of legislation ever placed upon the Statute Book. I would not say that that is the position to-day. All that took about three years. When the scheme was passing through Parliament, you may recollect, Sir, that it excited a considerable amount of opposition. A considerable amount of time was occupied in getting the Bill through Parliament, because a scheme which involved compulsion on employers of labour to stamp cards for their employees was quite

new in this country, and it aroused a certain amount of opposition, which opposition, I am glad to say, has completely disappeared in recent years. When the Act was passed, the Government set up four Commissions to administer the scheme. There was an Insurance Commission set up in England ; there was an Insurance Commission set up in Wales ; there was an Insurance Commission set up in Scotland, and there was an Insurance Commission set up in Ireland to administer the Act in each of those four countries, it being desirable, having regard to the variety of interests which had to be taken into account, that there should be a local body in each country to look after the development of the scheme. After the Commissions were appointed, and the necessary literature issued the machinery of organization was gradually built up. Perhaps the most difficult task was the formation of the approved societies. About 2,000 approved societies were organized at the inception of the scheme. Nearly 100 of those societies were what we call branch societies, organized into separate districts, so that the scheme started with about 2,000 approved societies and about 14,000 branches, each branch an independent unit for insurance purposes. After that, the insurance committees in each area had to be organized. We have between 200 and 300 insurance committees, who are responsible for the administration of the medical benefit. At the inception they were responsible for the negotiations with the medical profession with a view to arriving at suitable conditions of service and the appropriate remuneration. When the arrangements were sufficiently far advanced with the medical profession, and with the chemists, and when the necessary approved societies had been organized, the word was given for the enrolment of members, and within about four months' time the societies had succeeded in enrolling about 13 million members. The contribution machinery was put in operation, as quickly as possible because in any contributory insurance scheme you have to build up the necessary reserve of contributions before any benefits are conceded, and no benefits were paid until not less than six months' contributions had been secured. At the end of six months, sickness benefit came into operation—Medical benefit came into operation—and at subsequent stages the maternity benefit and the disablement benefit came into operation, all of which took, from the actual passing of the Act, about two and a half years. The introduction of additional benefits, such as dental benefit, ophthalmic benefit, nursing services, convalescent homes, and the provision of surgical appliances, is a development of more recent years. These only started in 1921, following upon the first valuation of the various approved societies.

L-555. May I take it that the real basis on which the scheme was built up was the experience of the voluntary societies, which had been for many years administering somewhat similar benefit ?—Yes.

L-556. The Manchester Unity being the largest of them, and the one, therefore, with the widest field of experience ?—That is so.

L-557. The Manchester Unity, if I am not mistaken, had fifty or sixty years' experience behind it ?—About eighty years. I might mention that we were only able to get the sickness experience from the Manchester Unity in respect of men. They had no adequate data as regards women. As regards the fixing of the contributions of women, the actuaries made, shall I call them, certain empirical adjustments with a view to arriving at the contribution for women. The contribution for women did not prove satisfactory, and in 1923 we built up the sickness experience for women from our own records over a series of years ; and in 1926 the contribution for women was readjusted in the light of that experience.

L-558. Speaking of the basis of the scheme, you referred to morbidity tables. Were you then referring to Government statistics, or to friendly society statistics ?—To friendly society statistics. We had no Government statistics.

L-559. There again, it was based on the experience of eighty years' administration of a very large friendly society ?—Yes.

L-560. It was on that that you got your first actuarial basis ?—Yes.

L-561. There had been in Germany some system of health insurance prior to the British system being built up ?—Yes.

L-562. Did you find experience there, other than the administrative experience, which was of any use ?—Certain statistics were derived from Germany, but they were not suitable for the system which was being set up in Great Britain, and consequently they were not used for that purpose.

L-563. You had to build on facts which were available actually in this country ?—Yes.

L-564. On that you were able to frame your scale of contributions and of benefits ?—Yes.

L-565. Am I correct in suggesting, even to-day, 96 per cent. of the total membership consists of members of approved societies ?—About 98 per cent.

L-566. So that both the actuarial basis and the machinery of administration in this country rest on the basis of the approved societies ?—Yes. Of course we have a great variety of approved societies. Quite a large number are not associated with the friendly society movement.

L-567. A great number sprung into existence when the Act first began ?—Yes.

L-568. You have them in the rural areas, for instance ?—Yes. We have rural societies. I might mention one of the reasons why we have rural societies. We have in this country a flat rate of contribution—a uniform rate. When the Bill was going through the House, the farmers objected that it was unfair that they should have to pay the same rate of contribution as employers of men following more hazardous or more unhealthy occupations. What the Chancellor of the Exchequer said was : " You can form societies of your own which will cater for the rural interests and the agricultural labourers, and you will have the benefit in surpluses, and any consequent additional benefits resulting from the lighter incidence of sickness amongst your members, and good administration ". That is why we have been able in this country to justify the flat rate contribution—by encouraging persons with a lighter incidence of sickness to form their own approved societies, so that they may benefit by that lighter incidence.

L-569. The first essential for your purpose was the experience of large friendly societies ?—Yes.

L-570. And the second one was the existence of those friendly societies, and the new approved societies came into operation to take the administrative side of the work ?—Yes. But for the fact that we had these large societies upon the ground, and could utilize them for administrative purposes, the organization during the first few years would have been exceedingly difficult. They were able to enrol their existing members almost automatically.

L-571. And the trade unions, if I remember aright, also came forward and formed a large number of new approved societies so as to be in a position to take their share of the work ?—That is so. Most of the trade unions have, as a separate section, an approved society.

L-572. Am I right in thinking that the third factor which contributed to the success of the British scheme was the existence of medical men practically over the whole field, so that the medical side of the benefit could be administered through them ?—I cannot conceive the National Health Insurance scheme in this country without an efficient and practically ubiquitous medical service.

L-573. You say " practically ubiquitous ". By that you mean administering a more or less uniform system of medicine ?—Yes, in the remotest hamlet of the country.

L-574. You have had, I believe, some little difficulty with what I may call unorthodox systems of medicine—some groups of persons wishing to bring in, say, a bonesetter ?—Yes. The service is restricted entirely to the fully qualified medical man.

L-575. You do not allow, under your system, a variety of other systems of medicine ?—No.

L-576. Do you regard that as essential in order to see that the benefit is a real one ?—Yes. The Government had entered into an undertaking, through the Act, that it would provide adequate medical treatment of a proper standard to all the members who are compulsorily insured, and that was regarded as a necessary fulfilment of the contract.

L-577. I take it that the stamps on the card of the contributor on the one hand, and of the employer on the other hand, follow the people wherever they go ?—Yes.

L-578. Most of them presumably are in more or less regular employment in one place ?—Most of them. The insured person's rate of sickness benefit depends on the number of his contributions on his card in the preceding year, so that each card is linked with each individual.

L-579. So far as this Health Insurance is concerned, as distinct from what is called unemployment insurance, it is on a sound actuarial basis, which, in the great majority of cases, leaves a surplus with the approved societies, which at stated periods, can be devoted to additional benefits ?—Yes. The members control their own societies, and they share in additional benefits as the result of the success or otherwise of the management of their own societies.

L-580. Therefore you have in the approved societies (and that, I think, was the theory of the scheme) the protection of the members themselves against any misuse of the funds ?—Yes.

L-581. Do you regard that as an essential factor in a successful scheme—that there should be the interest of the people in their organized groups in order to prevent unjustified claims on the funds ?—I regard it as a very valuable asset in the administration of the scheme.

L-582. *Mr. Cliff* : Does that mean that if you were introducing a scheme, where there were no voluntary societies, you would insist on the establishment of approved societies ?—I have not said that. I have said that I regard it as very important in the administration of a very difficult scheme of this kind, where the criterion for the award of benefit is rather difficult of interpretation, that the members should be financially interested in the protection of the funds.

L-583. I gathered that Mr. Lloyd George sent a delegation to Germany to enquire into the system of administration. When the delegation returned they were faced with the fact that there were old-established voluntary sickness societies, and therefore there had to be consideration of that fact ?—I should point out that in Germany the system of insur-

ance institutions is very much on a par with the system in this country, except that in Germany, unlike this country, the employers have a voice in the administration of insurance institutions.

L-584. I just wanted to get your opinion with regard to a country that had no voluntary societies. If there were no voluntary societies, would you regard it as an axiom of any scheme that there should be instituted approved societies ?—I would like to refer you to the paragraph in the Geneva Convention on sickness insurance as setting up a model scheme. In the Convention arrived at in Geneva on Sickness Insurance which was supported by an overwhelming majority of the countries present (it does not necessarily follow that they have all ratified it yet) this was the model scheme. The date of the Convention is 1927. " Sickness insurance shall be administered by self-governing institutions, which shall be under the administrative and financial supervision of a competent public authority, and shall not be carried on with a view of profit. Institutions founded by private initiative must be specially approved by the competent public authority. The insured person shall participate in the management of the self-governing insurance institutions on such conditions as may be prescribed by national laws and regulations ". At the Geneva Conference it was pointed out that in some countries the organization of employers and workers had not reached such a stage as might enable these self-governing institutions to be formed, and the following rider was added : " The administration of sickness insurance may nevertheless be undertaken directly by the State where, and as long as, its administration is rendered difficult or impossible, or inappropriate, by reason of national conditions, and particularly, by the insufficient development of the employers' and workers' organizations ".

L-585. Take the rider, and apply it to India, where the working population is illiterate : would you then agree with that rider ?—It is difficult for me to answer that question, not knowing precisely the conditions in India, but if the position be as you say in India, the rider would seem to apply to the Indian situation.

L-586. *The Chairman* : Turning for a moment to the question of maternity benefit, which is part of the system, is that, within the scheme, self-supporting ? Do the contributions meet the cost of maternity benefit ?—Yes. The cost of the maternity benefit was one of the factors in the assessment of the contributions. As a matter of fact there is a profit on maternity benefit to the approved societies, partly because of the reason that there has been a decline in the birth rate in recent years in this country.

L-587. Has there been any noticeable effect on infant mortality ?—The infant mortality rate has improved very much in this country, but I cannot trace it directly to the National Health Insurance scheme, because that is a cash payment. It does not include attendance during confinement or during pregnancy, except in respect of an insured woman. About three-fourths of the maternity benefits are paid to the uninsured wives of insured men, and at the present moment they are not entitled to medical attendance during the pregnancy period, or to medical or midwifery attendance during confinement. That has been one of the main criticisms against our present scheme in recent years, and successive governments have announced their intention, when opportunity occurs, of re-modelling this particular part of the National Health Insurance scheme with a view to the inclusion of attendance at confinements, and also medical attend-

ance during pregnancy, not only of insured women, but also the uninsured wives of insured men.

L-588. Of the whole outgoing in any one year, can you give us any idea as to how much of it represents medical benefit and how much represents sickness benefit ?—In 1928, the latest year for which I have audited returns, the total outgoings on benefits in England, Scotland and Wales were, roughly speaking £32,000,000. Of that £32,000,000, £10,000,000 was spent on medical benefit, £11,000,000 was spent on sickness benefit, £6,000,000 was spent on disablement benefit, £1,700,000 was spent on maternity benefit, and other benefits, such as dental treatment, convalescent home treatment, ophthalmic benefit, nursing services, and the provision of surgical appliances, etc., it amounted to over £3,000,000.

L-589. *Sir Alexander Murray* : Can you tell us how many received medical benefit, how many received sickness benefit, how many received disablement benefit, and so on ?—It is very difficult to give the precise numbers. I have mentioned that we disbursed 25 million cash payments in the course of the year, but we do not know at headquarters the actual number of individuals to whom those payments were made, because they were made through the medium of the 8,000 societies and branches. As regards medical benefit, you may take it that of our 16,000,000 insured persons, roughly speaking, nearly 60 per cent of them get medical treatment in the course of the year—not necessarily cash benefit, because a considerable number of them are not sufficiently ill to justify or to necessitate the payment of cash. They go for treatment.

L-590. That includes both doctors and medicine ?—Yes. About 60 per cent. of the 16,000,000 people go to the doctor in the course of the year for treatment, and get from him the necessary treatment, which also includes medicine. I may say that, roughly speaking, there are about 50,000,000 bottles of medicine prescribed in the course of the year.

L-591. *The Chairman* : Those are all orthodox medicines ?—Yes, made up from the doctor's prescription.

L-592. Made up from the prescription of a qualified medical man ?—Yes.

L-593. *Mr. Joshi* : Have you calculated what is the average period of sickness per member ?—It varies with age.

L-594. Does it vary in the different industries also ?—It varies according to industry, age, and sex.

L-595. Can you give us figures about it ?—I can send you a recent actuarial report by the Government Actuary, showing the average duration, for men and women separately, of sickness and disablement benefit at successive age groups.

L-596. As well as for different industries ?—I cannot give them for industries, because our approved societies are not organized on an industrial basis.

L-597. What was the attitude of the workers towards the contributory scheme ?—There was a certain amount of hostility at first, mainly among employers, and not so much among the workers, because even before the scheme was brought into operation there were about 6 million people insured through trade unions and friendly societies who were accustomed to pay weekly contributions—not to speak of the very large number of persons who had been accustomed to pay weekly contributions to the industrial insurance companies. So that there was no hostility worth speaking of amongst the workers at the inception of the scheme. There was a certain amount of hostility amongst employers—not, I think, to the

contribution, which was comparatively small, but to the novelty of the procedure and to the rather irritating nature of the new card system. That has almost disappeared, and it has disappeared the more completely in recent years since the National Health Insurance was linked up with the contributory pension scheme. The contributory pension scheme is particularly popular. Under the combined scheme at the present time, under which we collect about £50,000,000 a year in contributions, we estimate that we are getting nearly 99.5 per cent. of the contributions.

L-598. Your experience is that, although there may have been some hostility in the beginning, that hostility has been overcome ?—To a large extent. We still have negligent employers, and I am sorry to say that we have a good many prosecutions in the course of the year ; but they form a very small fraction of the total.

L-599. You say that there are at present about 2,000 approved societies ?—Their numbers have fallen and we have now about 1,000 societies, and 7,000 branches.

L-600. Can you tell us what proportion of Societies had their framework ready before the Act came into existence, or what proportion came into existence as organizations after the Act came into operation ?—The framework for the National Health Insurance scheme was completely new.

L-601. There were trade unions doing some work. Can you tell us how many such societies had their framework ready. That is what I call framework ?—If in " having the framework ready " you would also include the industrial insurance companies, then I should say that insured persons to-day are insured to the extent of at least 70 per cent. in somewhat kindred organizations which had already been in operation prior to the inception of the Act. That is a rough guess.

L-602. *Mr. Cliff* : Can you tell us, if you excluded industrial insurance societies, what the rough figure would be ?—Then I think the rough figure would be nearer 30 to 40 per cent.

L-603. *Mr. Joshi* : Is it your experience that medical facilities developed in this country after the Act more than they were in existence before the Act ? Was the Act instrumental in developing medical facilities to some extent ?

The Chairman : Are there more qualified doctors spread over the country now than there were ?—I cannot say off-hand.

L-604. *Mr. Joshi* : Does not this Act provide a bigger field for the work of doctors ?—I should say that the doctors financially are in somewhat better position to-day than they were prior to the Act.

L-605. We must take it that the Act encouraged the coming into existence of medical facilities to some extent ?—Certainly the facilities have not diminished, but I cannot say off-hand whether the number of doctors has increased. I rather think that there has been an increase in the number of doctors. As regards the spread of medical facilities at the inception of the scheme, there were a few areas where we had to make special arrangements inasmuch as there was no doctor on the spot. That does not exist to-day.

L-606. *Diwan Chaman Lall* : There has been a better regional distribution ?—Yes.

L-607. *Sir Ibrahim Rahimtoola* : In your memorandum you give a list of classes of persons who may be exempted. Amongst these are those persons who are " only intermittently employed ". What does that mean ?—There are certain classes of employment in this country which are taken up as part-time occupations—what we call subsidiary employ-

ments. I may instance a lamplighter, or a sexton in a church. Under certain circumstances they need not be insured. There are also other persons who only work intermittently at something which is not their main occupation. They depend for their livelihood on the other occupation. If they want to be exempted from insurance as regards the incidental employment, they can claim accordingly.

L-608. Is it the practice here that industrial workers are classified as permanent workers ?—We say that all persons under a contract of service must be insured, but there are certain minor employments, which a man may take up during his spare time, or at very casual periods, on which he does not depend for his livelihood ; he is mainly dependent for his livelihood on some other occupation, which is not of an insurable character. We say to him, " If you wish to get exemption from the scheme, then you can get a certificate of exemption ".

L-609. Is it a fact that ordinarily, labour settles permanently in places where it finds employment ; as for instance, those who are continuously employed in industry ?—We do not ourselves raise the question of whether they are continuously employed or not. All persons who are employed under a contract of service—either manual workers without any wage limit, or if they are not manual workers, up to £250 a year—must be insured. We do not ask them whether they are employed one week, and unemployed the next. They are all entitled to be insured, except these limited classes of persons who are doing work of a very subsidiary or intermittent character. If the latter wish to get outside the scheme, we allow them to do so. The combined contribution for health and pensions is 1|6*d.* per week, and a man may be engaged on a Sunday for a couple of hours doing very light work for which the remuneration may not be more than 2| or 3|. In some cases the contribution might equal the remuneration.

L-610. Is there any industry in Great Britain where labour is more or less of a migratory character ?—Yes. The extent to which labour, especially unskilled labour, changes from one class of occupation to another, is rather remarkable. Roughly speaking, about 35 per cent. of our 16 million persons change their addresses in the course of the year, and a smaller but, still, a very considerable, percentage change their occupations.

L-611. That is to say, they change their occupation and get employment in some other industry ?—Yes.

L-612. *Sir Victor Sassoon* : You have no figure for the percentage who changes its occupation ?—No, because we have not got occupational statistics.

L-613. *Sir Ibrahim Rahimtoola* : You say, " Societies are not ordinarily grouped on a territorial basis, but the members as a rule have some community of interest which may be occupational, religious or social, or may arise out of membership of the private side of the society ". What is meant by that ?—Amongst our thousand societies a certain percentage are friendly societies. The members have a community of interest. They are members of the Odd Fellows, or of the Druids, on the private side, and generally they join the approved society section of that particular friendly society. Then we have the occupational groups. Most trade unions form an approved society. The Society is an independent organization, but it is administered by the trade union, and the trade union is very anxious to keep all its members together. A large percentage of the members of a trade union identified with a particular occupation join the

approved society associated with that particular trade union. Then with regard to religious societies, there are quite a number of church organizations which have approved societies of their own. We have the Church Benefit Society—a very large and a very good society identified with one particular church. Then we have the Wesleyan Benefit Society, and the Catholic Benefit and Thrift Society. We have all types.

L-614. What about the social societies ?—We have one Society known as the Comical Fellows. It is a small social community banded together for harmony and social enjoyment. They have formed an approved society, and the members have enrolled in that society—and it is a very well administered society.

L-615. You say, " or may arise out of membership of the private side of the society ". What does that mean ?—The large industrial societies, when this Scheme was started, also organized approved societies, and most of the members who had been accustomed to paying their contribution week by week to the industrial side, joined up with the approved society which was associated with the private side.

L-616. Have you any statistics to show what is the total number of qualified medical practitioners in each of the countries forming Great Britain in proportion to the population ?—I could supply that.

L-617. *Mr. Clow* : Was the element of compulsion on the worker necessary for the success of this scheme ?—Yes.

L-618. Why ?—The contribution, which for health insurance is 9*d.* a week, is based on the assumption that we will get all persons who are under a contract of service, from the age of 16 upwards, into the scheme, thus bringing in the young persons, where the sickness risk is very light. If there were no compulsion, we would naturally have a selection against the scheme, and we would have to have a much larger contribution.

L-619. In other words, you would have a much higher rate under a scheme which the worker could join if he wanted to, and if he joined the employer would be compelled to pay, but out of which the worker could stay if he so desired ?—The employer would not only have to pay a much higher rate, but possibly some employers might have a slight prejudice against the worker who elected to join the scheme.

L-620. *The Chairman* : The essence of any real insurance scheme is to spread the risks over the widest possible field ?—Yes.

L-621. *Mr. Clow* : I gather from your memorandum that a man gets no benefit unless he continues his payments for six months on end, and he does not get the full benefit unless he has two years' payments to his credit ?—That was only at the inception of the scheme. At the start it was necessary to accumulate a certain contribution fund before benefits began, and the Act laid it down that no sickness benefit would be paid to any person unless he had paid at least 26 contributions, and that no disablement benefit would be paid until he had paid 104 contributions. Having paid the necessary number of qualifying contributions, his benefit rates depend in subsequent years on the number of contributions to his credit in the preceding year. That is to say, we do not keep a life-long record of an individual's contributions. Once having qualified, then his benefits depend on the number of contributions in the preceding year.

L-622. Are those qualifications still necessary in the case of those who are now joining the scheme for the first time ?—Yes. All new entrants must provide the necessary number of qualifying contributions.

L-623. What happens to the man who is in seasonal employment, like a waiter ?—He has the right to continue to voluntarily stamp his own card during weeks in which he is not under a contract of service.

L-624. What happens if he fails to do that ? Does he qualify himself until he has served another six months ?—No. I am assuming he has already got the qualifying insurance. If he has not the necessary number of contributions to his credit during the contribution year, possibly he may not be entitled to any benefits in the following year. A person who has less than 26 contributions to his credit in any particular year is not entitled to any benefits in the following year. The ordinary employee is not hit by that particular provision, because during weeks of sickness and during weeks of genuine unemployment, he is credited with contributions. They are deemed to have been paid. Therefore he gets the benefit of contributions during weeks of sickness and unemployment. But the man who voluntarily abstains from work and who is not looking for work, or the man who has given up an insurable occupation and has taken up work on his own account, will suffer, unless, during the weeks in which he is not insurably employed, he stamps his own card.

L-625. That means he pays his own contribution as well as the contribution that would have been payable by his employer ?—Yes.

L-626. Do many do that in practice ?—Not a very large proportion. I may put it down as something like 300,000 or 400,000 out of the 16 millions.

L-627. Is a society entitled to reject any members who apply to it ?—Yes. A society is entitled to reject any member except on the ground of age.

L-628. So that a society can make a selection of Al. lives if it wants to ?—Yes.

L-629. Those who are rejected can come in as deposit contributors, can they not ?—Yes. On the whole, the societies are quite anxious to get members, and it is very rarely that a man is unable to get into an approved society ; but if such a case does arise, then we have provided a deposit contributor scheme into which he can come, which is administered centrally by the department. If he is in ill-health he comes into the Invalid Section of the deposit contributor scheme, in which he is entitled to the ordinary insurance benefits.

L-630. At no higher premium ?—At no higher premium.

L-631. Are there societies which make a point of taking only selected persons like total abstainers ?—Yes. We have a large Society called the Rechabites, they will only take total abstainers, but a person who cannot get into the Rechabites has no difficulty in getting into some other society. The competition for members is pretty keen.

L-632. A society which went on the principle of special selection would normally be able to pay much higher benefits ?—Yes. That is the present position. We have quite an appreciable number of approved societies who are able to increase the statutory benefits by no less than 50 per cent. At the other end of the scale we have a small number of societies which have never been able, and which will probably never be able, to give any additional benefits. I will explain the position. Take some of the miners' societies, where the sickness experience is very heavy. They never have a surplus, and they will never be able to give additional benefits. They frequently are in deficiency, but under the arrangement of the National Insurance Scheme there is a fund called the Central Fund, out of which we give grants to societies in deficiency in order to enable them to pay at any

rate, the statutory benefits. These grants are not given where the deficiency is due to bad administration ; but if a society is in deficiency, it is usually the case that the deficiency is due to the rather unhealthy occupations which the members follow, and a grant is made from the Central Fund which enables the society to pay the statutory benefits ; it is not in a position to give additional benefits.

L-633. *Sir Ibrahim Rahimtoola* : What is the number of cases in which the Central Fund has been indented upon, and what is the amount which has been paid in the last few years from the Central Fund ?—On the last valuation, we made, about six or seven grants from the Central Fund to the total amount of about £20,000 to £30,000. The valuation which is now in progress is resulting in a larger number of deficiencies, and the question as to the extent those deficiencies will be met by grants from the Central Fund is under the consideration of the National Health Insurance Joint Committee.

L-634. *Mr. Cliff* : Can you tell us what were the considerations which led to the decision to make it a flat rate contribution ?—I am not sufficiently acquainted with the past history on that point. But the first consideration, I should imagine, was that this country decided to give a flat rate of benefit. In most European countries the benefit is graded according to the wage of the worker. In this country the benefit is a flat rate of benefit, because this country has never professed to give a sickness insurance benefit which it regards as fully ample for all the needs of the worker. The benefit is only presumed to be sufficient to meet the primary necessities of the worker. That decision was arrived at in view of the large number of voluntary organizations in this country, and the Government of the day did not desire to interfere with the activities of the friendly societies or of the trade unions who were already doing sickness benefit. Consequently, a flat rate of benefit was adopted, and I should imagine that by a natural corollary it was then decided to fix a flat rate of contribution, the workers, who thought their contribution was rather high in comparison with other workers, being given an opportunity to form their own particular approved society.

L-635. Is it reasonable to say that it is largely based on previous practice, as far as this country is concerned ?—It was the first scheme of State Insurance in this country.

L-636. I was thinking more particularly for the voluntary societies ?—Many of the voluntary societies grade the premium according to age. A flat rate of contribution is much more economical to administer than where the contributions vary from week to week, or from month to month, according to the varying wages of the worker. That is a much more complicated and expensive form of administration.

L-637. Was that an important consideration at the time the decision was taken ?—No, I should not think so.

L-638. In your memorandum reference is made to certain recommendations of the Royal Commission for the improvement of the scheme in detail. The most important of these is with reference to medical benefit. Are there any proposals extant with regard to the medical benefit side ?—This Government has set up a Committee of the Cabinet to survey all the different forms of social insurance, and I am not in a position to give any information as regards the work of that Committee ; but I may say that the Government did announce last autumn that it was its hope to introduce an improved maternity service. No promise has been held out by

this Government as regards the introduction of legislation for a specialist service. It is very costly, and I fear we have not got the money.

L-639. I understood you to say that a good deal of the time that was taken before the scheme was brought into complete operation was really due to the negotiations which had to take place with what one might term vested interests ?—Yes.

L-640. Did the provision of medical services involve a large amount of work ?—Yes. The negotiations with the medical profession, which were of a somewhat difficult character, took a long time.

L-641. Mainly on terms ?—Yes, and also on organization. The necessary contracts had to be entered into with 17,000 doctors, and the conditions of service had to be agreed.

L-642. Is it your opinion that in order to establish a system of medical administration in a new field it would take a very long time to create the organization ?—It would depend what groundwork you had upon which to build.

L-643. Assume a new field with practically no ground work ?—Then it would take a very long time indeed. I regard the existence of medical services as an essential pre-requisite to any sickness insurance scheme, because you must get medical certificates of incapacity. In addition the workers ought to get some form of treatment.

L-644. Could you visualize, in the initial stages, medical treatment without any scheme of cash benefits ?—Yes. That is the recommendation for the rural areas by the South African Commission, which considered the subject. The South African Commission, whose report I would commend to the perusal of this Commission, were faced with the very difficult problem of the inadequate medical services in the rural areas of South Africa, and they recommended that at the start the sickness insurance scheme should be confined to the industrial areas where there were ample medical facilities. They did not recommend sickness insurance by industry. They recommended sickness insurance as applicable to a whole industrial area, because if sickness insurance is restricted to industry, difficulties arise when workers leave a particular industry which is covered by the scheme and go into another occupation or industry which is not covered by the scheme. The workers have a sense of grievance that they have lost their insurance rights. The South African Commission recommended that the scheme should be general in industrial areas, but as regards the rural areas they felt it was impossible at present to start a scheme in rural areas. They recommended the widening of the medical services in those areas so that adequate medical facilities should be on the ground when an insurance scheme was subsequently brought along.

L-645. I understand you would recommend us to peruse that Commission's report ?—I should. It is a valuable document.

L-646. *The Chairman* : What is the date of that report ?—It is the second report of the Commission on Old Age Pensions and National Health Insurance of the Union of South Africa. It is printed in Pretoria, 1928.

L-647. *Sir Victor Sassoon* : Has anything been done on that report ? —I have not yet heard of any definite steps having been taken.

L-648. *Mr. Cliff* : Can you assist us any further with regard to practical difficulties which face this Commission in envisaging a new field where there has been no scheme in the past, and where there is no voluntary scheme ?—It is very difficult. There are so many questions to be considered. Will the contributory principle be adopted ? How can the

contribution be calculated ? Can the wages in particular industries bear the appropriate share of the workers' contribution ? Can industry bear the appropriate share ? Is the scheme to be restricted to particular industries with its disadvantages and grievances on the part of the workers, or is the scheme to be applied to all occupations in a particular area ? Will the scheme be restricted solely to industrial areas ? Have you got the necessary supply of medical facilities upon the ground ?

L-649. *The Chairman* : And the more or less general acceptance of one system of medical treatment ?—That is of fundamental importance.

L-650. *Diwan Chaman Lall* : In what way is it fundamentally important ? Take the case of a *hakim*. If a man thinks it is better for him to be treated by a *hakim* than by a F.R.C.S. qualified in Edinburgh or London what difficulty would there be about it ?—I take it that in assessing the contributions you must envisage a uniform system of medical treatment for the purpose of calculating the average duration of illness.

L-651. *Mr. Clow* : How do you deal with homœopathic treatment in this matter ?—We do not recognize that, unless given under proper medical advice.

L-652. Suppose a workman goes to a homœopath ?—He has to make his own arrangements.

L-653. But he does not get any benefit ?—The only medical benefit under the Act is that given by a duly qualified medical practitioner.

L-654. *Diwan Chaman Lall* : Let us take this question of the different systems of medicine. The main purpose of the Act is to provide medical assistance for the sick person ?—The Act uses the word " adequate ".

L-655. If the laws of the country recognize the indigenous system of medicine to be adequate, would it not widen the field and provide a larger number of medical assistants for the purposes of this scheme—if both the indigenous system in India *plus* the foreign system were adopted ?—That is not a matter I can answer. That is a matter for the Government for the time being.

L-656. I am only trying to arrive at the actual difficulty in practice that might arise. If, let us say, there are two systems of medicine in India both recognized and if you had a register on which you placed certain recognized doctors possessing the necessary qualifications, would it not facilitate the work rather than create any difficulty ?—If the services were uniformly efficient from a health point of view, then there would be more facilities by including these other services. I cannot put it higher than that.

I postulate that—that the service given by the indigenous doctor, a fully qualified and recognized doctor, would be equally competent, provided the worker desires that he should be treated by the indigenous doctor.

Sir Victor Sassoon : Why not restrict it to the treatment by the indigenous doctor ? Let all the services be performed by indigenous doctors only. Then you would get uniformity.

Diwan Chaman Lall : I am not worrying about uniformity. The point I am worrying about is whether it would not widen the field. provided the proviso is there.

Sir Victor Sassoon : The witness' point is that there should be uniformity.

L-657. *Diwan Chaman Lall* : What I am putting is this. I am postulating this. Here are the two indigenous systems, and you get a certain number of doctors fully qualified according to these systems of medi-

cine. What difficulty could there be in working the scheme with all the three systems working side by side with the proviso that it is an efficient system of medical assistance ? One difficulty which faces India is the shortage of doctors. This would widen out the field. So far from creating a difficulty it would assist us ?—I think I would prefer not to express any opinion on this subject.

L-658. May I then take the next point, of migratory labour ? I would like you to assist us in regard to this particular matter. Generally in India a worker goes away for two or three months in the course of a year to his village and then he comes back to his occupation. Could there be any real practical serious difficulty in administering a system like this where the habits of the worker are such that he leaves his occupation for a certain period in the year and then comes back again ?—No, there should be no difficulty if it is simply a temporary removal. In this country when a man has paid the necessary number of contributions and he gives up his employment, he is kept in insurance for, on the average, 21 months, after the last week of employment, and if he comes back within that particular period his insurance is unbroken. He can as a matter of fact, when he is away, pay up the necessary contributions if he so desires and keep himself in benefit. But the continuity of the insurance is unbroken.

L-659. *Sir Ibrahim Rahimtoola* : He would have to pay both contributions—his own and the employer's ?—Yes, in order to keep himself in benefit. If he did not pay the contributions he could take up his old insurance on his return, but he would not necessarily be entitled for benefit for some time until he had paid up a considerable number of contributions.

L-660. *Diwan Chaman Lall* : That is a matter of pure administrative detail which could be worked out. Is it the particular conditions of the country ?—Yes. The real difficulty arises when a worker has been in an insurable occupation for a long time, thinks he has built up a considerable reserve in the fund, and then passes into an uninsurable occupation. In this country he can elect to continue to be a voluntary contributor, but in many cases he is unwilling to pay the double contribution as a voluntary contributor, and he has a sense of grievance because we do not give him a surrender value. He simply passes out of insurance.

L-661. Suppose you had not had a basis from your friendly or industrial insurance societies, do I take it that a scheme like the one you have now would be impossible to work or to inaugurate ?—It would have to be safeguarded very carefully from a financial standpoint. I take it you would have to make certain empirical calculations, arrive at certain contributions which might or might not be accurate, and then you would have to provide in the scheme that in the event of the contributions proving inadequate, they were either to be raised or the benefits reduced.

L-662. That is the main difficulty that would face a new scheme ?—One of the main difficulties.

L-663. Has the incidence of industrial insurance been very heavy in this country ?—In this country we have a number of insurance schemes—the health insurance scheme, the pensions insurance scheme, the unemployment insurance scheme ; these various State schemes, coupled with the cost of workmen's compensation, have resulted in rather a serious charge being imposed upon industry.

L-664. Take health insurance alone ?—Health insurance alone, no. I should not say it was a serious charge on industry. Its cost is, of course, simply absorbed in the standing expenses.

L-665. *The Chairman* : Is it the fact that, in the main, the result has been that the employers have paid the worker's contribution as well as their own ?—No. In the main the worker pays his proportion of the contributions. There are exceptions to that, mainly in domestic service, where mistresses are rather disposed to pay the whole contribution. In the main, the worker pays his proportionate share of the contributions.

L-666. *Diwan Chaman Lall* : On the other hand, the better health of the worker, resulting from the administration of a scheme like this, adds to the efficiency of the industry ?—That is one of the arguments in favour of the health insurance scheme.

L-667. *Colonel Russell* : You mention that the Minister has appointed a body of medical referees known as Regional Medical Officers. How many of these are employed in England ?—There are in England about 50 whole-time regional medical officers. In addition, in order to cope with the large number of references at certain seasons of the year, we have a panel of about 150 to 200 part-time officers who are called upon as required.

L-668. For what area and what population are these whole-time officers responsible ?—England is divided into four main divisions. There are about 12 officers identified with each particular division.

L-669. I should like to know what is the average area and population for each of these regional medical officers. What population does each deal with ? I suppose it would be less than a million ?—Yes. In England we have about 14 million insured persons, and that is divided between 50 whole-time officers, the proportion being much less in the rural areas.

L-670. Have these officers any special qualifications before they are appointed ?—They are selected by a Treasury Selection Board. They are all men who have been in general practice for many years, and stand in high repute in their profession.

L-671. You also mention an inspection staff employed in connection with the enforcement of payment. Can you give us details as to the number of that staff ?—We have an inspection staff of about 600. Until recent years the duties of the inspection staff mainly centred on securing compliance with the Act. Although the Act is very popular there is always a certain number of employers who are either negligent or evasive, who do not pay the contributions, and as a result their workers are threatened with a loss of benefits. These cases are reported to us, and we have about a thousand prosecutions a year for evasion.

L-672. The population dealt with by each inspector is still less than the regional officer's ?—Yes, but I should state that the duties of our inspectors are not confined to the health insurance scheme. They also do the necessary non-compliance work in connection with the pension scheme, the examination of pensions claims, and in addition the non-compliance work for the unemployment insurance scheme under the Ministry of Labour.

L-673. Obviously you consider that a very large staff is necessary for inspection purposes ?—Yes.

L-674. You give an interesting table in your memorandum. The total figure given in the first line is 371,000. Those are the cases referred to regional medical officers ?—In England in 1928.

L-675. When those cases were referred to the regional medical officers about 94,000 are said to have " declared off ". What do you mean by that ?—The cases sent to the regional medical officers were those about which the approved societies were in doubt. Most approved societies have a system of sick visitors, and they get to know what their particular

members are doing during the time they are in receipt of benefit. A sick visitor may report that a man was up and about, and looked as if he were better. The society sends these doubtful cases to the regional medical officers for examination.

L-676. My point is did this 94,000 " declare off " when they had a warning that they were to be sent before the regional medical officer ?—Yes.

L-677. That was the reason ?—Many of these persons would probably have declared off anyhow at that particular time.

L-678. The whole 94,000 ?—I would not say that.

L-679. Then what was the point in sending them before the regional medical officer ?—They were cases which had a certificate from a doctor that they were incapable of work. Many of them would have received the following week a certificate saying that they were fit for work. In the meantime the society, not being sure as to whether it was a genuine case, had submitted it to the regional medical officer, who wrote to the insured person saying " I want to see you for examination purposes ". In the *interim* almost a week had elapsed.

L-680. Can you give us examples, with regard to the third group, of the " other reasons " for failure to attend the examination ?—It is simply that when they get the notice that the regional medical officer desires to examine them they apparently get better.

L-681. That was the point I wanted to bring out ?—I should like to slightly modify that. There are a certain number of people, especially women, who will declare off the funds rather than face a regional medical examination, although possibly some of them may be ill.

L-682. Recent statistics have shown an alarming increase in the numbers of sickness certificates, and that is now a subject under consideration for enquiry ?—Yes.

L-683. Can you indicate to the Commission the probable causes for this large increase during recent years ?—It is a subject of investigation at the present time, and I should prefer not to anticipate the findings.

L-684. But it is a fact that the numbers of sickness certificates have largely increased ?—Yes.

L-685. Especially among women ?—Yes.

L-686. In reply to a question which was put to you by the Chairman, you said that the contribution for women had been re-adjusted. I take it you meant increased ?—Yes.

L-687. *Miss Power* : You said that the South African Commission had advocated insurance by industrial areas instead of by industries. I do not know why the former should be simpler than the latter. Is not there almost the same degree of fluctuation, since populations in areas are no more static than they are in industries ?—The Commission do not give their reasons for coming to that conclusion, but I should have thought that the population in an area would be more static than population per industry. That certainly would be the experience in this country.

L-688. *Sir Alexander Murray* : You say that in this country one in every three changes his address in 12 months. What does that imply—that they go from industrial to rural areas, or from rural to industrial areas, or change their address within one year ?—It is due to a variety of reasons. The housing difficulty would be one reason. Another reason is that they change their occupation in the area, and go to another address which is more convenient to their new occupation.

L-689. *Miss Power* : Is there any way of measuring the effect on the health of the population of national health insurance, that is to say the degree of prevention of sickness that has been effected ?—I can only, in that connection, refer you to the report of the Royal Commission on Health Insurance, where it says that it has been an important factor in improving the health of the people. Unfortunately in recent years the sickness claims have risen which would rather seem to weaken the force of that statement, but we fancy that there are a number of other contributory causes. Undoubtedly prolonged unemployment has been one of the contributory causes to the increase in sickness in recent years.

L-690. The Chairman put a question to you about maternity benefit, and you implied that the weakness of the British scheme was that it was not linked up with any medical facilities. Is there any way by which maternity benefit could be made to encourage a woman to avail herself of existing medical facilities, given a natural disinclination on her part to do so, which is the case in India ? How could you link up maternity benefit in such a way without actual compulsion ?—Maternity benefit, I think, should consist of two factors. One is medical attendance during pregnancy and proper attendance at the time of confinement, *plus* a cash payment to the mother at the time of the confinement for the necessary extra expenses attendant upon the birth.

L-691. Would you deduct the cost of the former from her benefit ?—There might be a diminution in the amount of the cash benefit if she failed to avail of the medical facilities.

L-692. That in itself is a measure of compulsion. Do you think it is a practicable proposition ?—It would seem rather harsh.

L-693. You would not defend it ?—I would not like to do so, because at the time of confinement it is of vital importance that there should be some extra cash coming into the home.

L-694. What is the best way to give a woman the full cash benefit and also supply her with medical facilities ?—We have an admirable system of maternity and child welfare centres in this country where the necessary advice, especially in connection with first confinements, is given to mothers. By public opinion we are endeavouring to encourage mothers to go to these centres, and we are glad to say that they are being increasingly availed of each year.

L-695. We were informed that the full benefit to the woman could not be obtained where the lump-sum was paid after confinement, that it should preferably be spread over a period before and after confinement. What is your attitude towards that suggestion, seeing that the benefit in this country is payable in a lump-sum after confinement ?—In this country a woman who is herself insured—that is, an employed married woman—is not only entitled to the lump-sum on confinement but she is entitled to sickness benefit during pregnancy, if she is incapable of work.

L-696. Then the sum is spread over a certain period ?—A very large percentage during the seventh and eighth months of pregnancy do receive the sickness benefit. If they are uninsured wives of an insured man then they get nothing except the £2.

L-697. Has there never been any suggestion that that payment would be more valuable if spread over a period before and after confinement ?—

The main suggestion has been that the woman during pregnancy and at confinement should get proper medical and midwifery treatment.

L-698. Another suggestion which was made to us a number of times in India was that with a conservative and uneducated people the money would be better expended by the State than by the individual, and therefore the payments were best made in kind. Do you think it is administratively practicable to have a scheme of payment in kind ?—The British scheme does provide for the £2 being disbursed in kind, but it has never been resorted to.

L-699. What sort of " kind " ?—The Act does not specify. It simply uses the words " cash or otherwise ". But it has never been resorted to inasmuch as the cash payment is very popular, and the approved societies have adopted the popular method of administration.

L-700. *Sir Victor Sassoon* : Does the Act state definitely that it should be paid in kind ?—No, it gives a discretion—that the money instead of being disbursed by way of cash may be disbursed in kind.

L-701. *Miss Power* : At whose discretion ?—The discretion of the approved society.

L-702. *Sir Victor Sassoon* : Is there any approved society which has decided to do that ?—No, because the money benefit is so popular.

L-703. Is it a question of popularity, or a question of what is best from a health point of view ?—I have said that successive Governments have inclined to the opinion that it is not desirable that the whole benefit should be disbursed by way of cash, and that it is hoped even though it may necessitate some reduction in the amount of the cash benefit, that a medical and midwifery service in connection with pregnancy and confinement may be set up.

L-704. *The Chairman* : When you say " popular ", do you mean popular with the husband or with the wife ?—The money must go to the wife. It is the wife's money, and of course it comes into the home at a time when there are a certain number of extra expenses—clothing, food, etc. It is popular. I am not suggesting it is ideal.

L-705. *Miss Power* : When you say " kind ", can that be interpreted as meaning something additional to medical benefits—such as milk or food ?—Yes. Under the maternity and child welfare scheme in this country milk is provided.

L-706. *Sir Alexander Murray* : With regard to the question of operating on virgin soil in India, you have already been asked about the introduction of a flat rate instead of a graduated rate. You suggested that empirical calculations would have to be made if you were starting in India. I understand that in this country, taking the experience of the voluntary societies, they found that at the age of 16, the average number of days' sickness would be six and a half, and that at the age of 65 it would be 13 weeks, and that then they averaged it all out, and decided that there should be a flat rate on the basis of that experience ?—That was the method of approach.

L-707. We have no statistics of any kind in India showing what the sickness would be at age 16, or at age 65. Where should we turn to make a start, even on the basis of empirical calculations ?—Are there no health records in India as regards duration of sickness ?

L-708. Not as regards duration of sickness.—Has no attempt ever been made to compare the rate of sickness in India with that in any other country ?

L-709. Not of sickness. We have the death rate. For instance, the average lifetime in India is 25 years, and the average lifetime in England and elsewhere is 50 years. So we start with that difference.—Is there any relation between the sickness experience of India and that of Japan, where there is an insurance scheme ?

Sir Alexander Murray : None, so far as I know.

L-710. *The Chairman* : If a man is absent from his work, he is marked as an absentee. He may have malaria, or he may be marrying a daughter, or he may be getting married himself, or he may be going to his country house. It is all lumped in as one thing ?—Then I am afraid your calculations would have to be very empirical.

L-711. *Sir Alexander Murray* : There is another point. In this country there are medical officers of health, and other organizations, spread all over the country, and there are not epidemics here which there are in Eastern countries. There are very few expert medical officers of health in India, but there are a great many epidemics. There are fevers, malaria, cholera, dysentery, and so on. Could any line be drawn between figures of health or sickness on this side, and similar figures in India, keeping that in view ?—No, I do not see any analogy. You would have to arrange the finance and the organization in such a way as to be able to cope with epidemic problems. I might mention that we have done something in that direction in this country. Every society has what is called a contingency fund. From the contributions received in respect of the members, a certain amount is put to reserve every year as a contingency fund to safeguard the future of the society in the event of undue fluctuations in the sickness experience.

L-712. You had eighty years' experience behind you ?—Yes. And, of course, it must be borne in mind that one of the most important factors in arriving at the contribution is the relation which the rate of benefit offered bears to the rate of wage.

L-713. There is another thing. In a town like Bombay, where there is a population of one million, there are statistics showing that at least one-half of that one million come and go from Bombay every year. There are statistics showing that they sail by steamer to Bombay, and sail back again to outside ports. How will you get the doctors to keep in touch with the patients in those circumstances ?—I take it that they leave Bombay to go to some other district where there would be no insurance scheme.

L-714. That is so.—They would not be entitled to any benefits, medical or otherwise, outside the particular area in which the scheme was operating.

L-715. Therefore for the time being it would be in suspension ?—Yes, they would be away from the benefits.

L-716. *The Chairman* : Although they might have been compelled to pay their contributions during the whole time they were in Bombay ?—Yes.

L-717. If they preferred to go to their homes when they fell sick they would lose all that ?—If the scheme was not in operation in their home districts. That is one of the difficulties we have as regards persons who

pass from the insurance scheme. They think that they are entitled to a surrender value from their past contributions. Under the scheme in force in this country there is no surrender value, because they only pay a contribution based on the age of 16. They are never paying a contribution in excess of the current risk, and where you are not paying a contribution in excess of the current risk there is no accumulation, and there is no surrender value.

L-718. *Sir Alexander Murray* : The relative proportions of the insured people in this country are two men for one woman, but from the table in your Memorandum, medical references are made in the proportion of two women to one man. Does that mean that women mallinger more than men ?—The sickness experience of women in recent years in this country has been very disquieting ; in fact, critics of the National Health Insurance Scheme are urging that employed married women are not an insurable proposition. They urge that in some cases it is easy for the woman to stay at home because the husband is generally employed, and an income is coming into the home during her absence from work, and therefore there is not the same incentive for her to resume work. The insurance of an employed married woman in this country is becoming a difficult proposition. The claims of single women have also increased considerably of recent years.

L-719. *The Chairman* : Would that apply with greater stress in the case where a family depended upon the joint family income, besides that of the married woman ?—You will find that, as a rule, there is a tendency for the claim ratio to rise when there is not the same economic necessity to return to work.

L-720. Therefore where there is a large family group all bringing their earnings into the pool, it would stress the tendency which you have observed here ?—Yes.

L-721. *Sir Alexander Murray* : That is exactly the point. In the industrial areas in India, men, women and children are employed at the same time, and very often in the same works. One or two of the family may be out of employment, but there is still an income coming into the house ?—That would be a formidable factor in the proper administration of the scheme.

L-722. You refer to the affairs of the societies being in the absolute control of the members of the societies. Do you ever find that any of the less educated have been imposed upon by the better educated ?—Do you mean the officials ?

L-723. Do the officials take advantage of the more ignorant members of the societies ?—Not in this country, because of the system of supervision by the Government. The Ministry of Health exercises constant supervision, both from headquarters and through its inspectorate, on all the societies. In addition to that every society is subject each year to an audit by a Treasury auditor, so that if anything goes wrong in an approved society, and we find that it is being improperly administered, we can close it down if necessary.

L-724. I understood you to say that in some cases you have to give assistance from the Central Fund to societies which are not paying. Why do some societies not pay ?—Because they have been paying too much out in benefits. They have overdrawn on their funds.

L-725. Is that because the rate of sickness amongst that particular class of members is higher than it should be ?—Yes. Take, for instance, the miners. It is very difficult for a society composed solely of miners to have a surplus—the sickness is so heavy.

L-726. On the other hand, in other societies, the sickness is less and there is a big reserve fund ?—We have some rural societies which are able to increase the ordinary benefits by 50 per cent.

L-727. In connection with the Workmen's Compensation Act, when there is a surplus, it is given back to the insurers, but in this particular form of health insurance any surplus is available for increased benefits. Is there never any reduction of rates ?—No, because if the society falls into deficiency, and there is a levy, the whole levy falls upon the members. The employer has no further responsibility, having paid his contribution. If there is a surplus, the whole surplus goes to the members. The liability of the employer, under health insurance, is definitely restricted to the amount of his proportion.

L-728. The rate has always increased ; has it never decreased ?—The employer's contribution for National Health Insurance was reduced three or four years ago.

L-729. It was originally 7*d.* for men, 6*d.* for women, and 3*d.* from the employer. Then it was put up to 10*d.*, 9*d.* and 5*d.*, and now it is down to 9*d.*, 6*d.* and 4½*d.* ?—It was raised from 7*d.* to 10*d.* in 1921, when the benefits had to be increased owing to the increase in the cost of living.

L-730. With an increase in the cost of living you revised the whole scheme. What happened when a reduction in the cost of living took place ?—We only put up the benefits by 50 per cent., and we have never got below 50 per cent. in the increase of cost of living yet, so there has been no reduction in the contributions since. The reduction in the contribution in 1926 was consequent upon the introduction of the Pensions Act. In the original Health Insurance scheme, sickness and disablement benefits were paid until the age of 70, but in 1926 the new Pensions Act gave the insured persons Old Age Pensions at 65. Sickness and disablement benefits ceased at 65 and it was therefore possible to make a slight reduction in the contributions.

L-731. *Sir Victor Sassoon* : Have you ever had to meet the problem of an insured person being able to purchase a sickness certificate from a corrupt doctor ?—No. The doctors under their terms of service are not allowed to take any fees from insured persons. I have never known of an instance where an insured person has purchased a certificate from a doctor in this country. I could not conceive of such a thing. I have known of a doctor out of the goodness of his heart giving a certificate to an insured person which was not warranted, but I have never known of a case where a doctor has given it because it was bought.

L-732. From the point of view of the society, there is the problem of doctors giving certificates when perhaps they were rather stretching the point too far, or whatever the reason might have been ?—I agree. There are doctors and doctors, even in this country, but I should like to say that, on the whole, apart from some uneasiness as regards the standard of certification, the service rendered by the medical profession in this country is of a high character.

(The witness withdrew.)

LONDON.

Fourth Meeting.

Thursday, 17th July, 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

The Rt. Hon'ble V. SRINAVASA SASTRI, P.C., C.H.	Mr. A. G. CLOW, C.I.E., I.C.S.
Sir VICTOR SASSOON, BART.	Mr. JOHN CLIFF.
Sir IBRAHIM RAHIMTOOLA, K.C.S.I., C.I.E.	Mr. N. M. JOSHI.
Sir ALEXANDER MURRAY, KT., C.B.E.	Miss B. M. LE POER POWER.
	Lt.-Col. A. J. H. RUSSELL, O.B.E., I.M.S. (*Medical Assessor*).

Mr. S. LALL, I.C.S. } (*Joint Secretaries*).
Mr. A. DIBDIN. }

Mr. J. F. G. PRICE, C.B., Principal Assistant Secretary, Unemployment Insurance Department, Ministry of Labour.

L-733. *The Chairman* : We shall deal this morning with the two questions of Employment Exchanges and Unemployment Insurance. Perhaps you will be good enough to tell the Commission what your official duties are in those two connections ?—My official duties for the moment, and for the last year, have been solely in connection with the administration of the Unemployment Insurance Scheme, but for some years before that time I had been in charge of the Employment Exchange work conducted by the Ministry as well. It grew rather too large for one man, and there was a split. It was thought by the Ministry that this Commission would not like to be burdened with too many official witnesses, and as I have a fair general knowledge of the Employment Exchange work as well as the Insurance side, it was considered that I should come and give evidence on both matters. That is my official position with regard to the two matters you have mentioned—first, the Employment Exchanges and their machinery for placing people in employment, and secondly, the Unemployment Insurance Department of the Ministry.

L-734. May I take first the question of the Employment Exchanges ? They were instituted in the beginning of 1910 ?—That is so, under the Act of 1909.

L-735. They had a fairly normal working for four years until the outbreak of the War ?—There were two periods within those four years. From 1910 to 1912 they were purely a placing machinery for unemployed workpeople who had no inducement to go to them beyond the fact that they wanted employment. In 1912 the limited Unemployment Insurance Scheme began to operate. It only covered a limited number of trades, in which there were about two and a quarter million people. The people in those trades who were unemployed, and wanted to receive benefit, had to go to the Exchanges to get it. That led to an increase in the work of the Exchanges on the employment side apart from insurance. Then in 1914 came the War.

L-736. In those two years, 1912 to 1914, as you say, the Unemployment Insurance in the first stage only covered about two and a quarter million people, and those were engaged in industries which had pretty steady employment ?—Steady in those two years, but those industries or trades were originally selected as those on which the experiment in un-

employment insurance should be begun, because they suffered from periodical fluctuations which made the rates of unemployment in those trades vary quite considerably—for instance, the building trade.

L-737. It did happen that those two years were pretty good years for employment ?—That is true.

L-738. And in those two years the Insurance Scheme built up a pretty substantial reserve ?—That is so.

L-739. Keeping for the moment to the question of employment exchanges and their particular work for the purposes of assisting the mobility of labour and collecting accurate information as to unemployment, did you in that first period form any estimate as to what proportion of the new engagements of labour took place through the Labour Exchanges ? —As distinct from the engagements that took place outside the Exchanges, do you mean ?

L-740. Yes.—No, we did not.

L-741. May I put it in this way ? There are three main ways in which industrial labour is engaged. First, there is the system, which has always existed, of the workman applying at the gates, or at the office of the firm, and the direct engagement by the employer, or by the persons whom he has delegated for the purpose. Secondly, in some of the highly organized trades there is an arrangement through the trade unions by which the employer who requires a certain number of men, in this case usually skilled men, applies to the trade union, and the trade union sends a number of either names or persons from whom the employer selects a number for his work. Thirdly, comes the cases where the employer notifies the vacancy to the Labour Exchange, and the Labour Exchange submits some men or women who they think may be suitable for that job ?—That is so.

L-742. Those three cover the main methods of engagement ?—I think that is right. I will only add one class to it, and it is rather limited in its application to particular trades—and that is the method of advertising. That does not involve a wait at the gates, to which you referred under the first method, but it does mean that there is direct touch between the employer and the applicant. It is really a sub-division of your first head, I think.

L-743. One understands that, ever since 1914, the Employment Exchanges have been very largely diverted from their original purpose—they have been occupied in dealing first of all with discharged soldiers and the re-allocation of industries from wartime to peace-time requirements. Since then they have had to deal with various phases of unemployment, throwing a very heavy burden on them for administering the unemployment relief ?—Yes. I would make just one exception to that if I might. You said from 1914. I think it would be true to say that from 1914 to 1918 the Exchanges were really carrying out the work on the Exchange side which they were formed to carry out. They did a lot of work in the placing of people in wartime employment, and were very largely made use of by Departments like the Ministry of Munitions for obtaining workpeople who were needed to carry out the war processes which were so much engaging our attention at that time. There was very little unemployment insurance work being done in the Exchanges in those four years, even in those trades which were covered by the limited scheme. Therefore from 1914 to 1918 it was almost entirely purely Exchange work. From 1918 what you have said applies exactly.

L-744. *Mr. Cliff* : Could that be taken from 1910 to 1918 ?—Except in 1912 to 1914 there was some insurance work on the limited scheme. Generally, from 1910 to 1918, the Exchanges were doing quite a lot of purely exchange work.

L-745. What year would you say it re-started on the work that you were in from 1910 to 1918 ?—It is not so much a case of re-starting, but that, owing to the great amount of unemployment that has existed, and the more general application of the insurance scheme in its extended form, the Exchanges have had inevitably to devote the bulk of their time to the administration of the Insurance scheme. But the work of placing has gone on all the time so far as the opportunity has existed. I do not know whether it is convenient at this stage to refer to the placing figures, showing how the work has grown gradually from 1923-24 onwards.

L-746. *The Chairman* : I have noted those figures. I am not sure whether some of the percentages you have named answers the question I want to put, and the point is whether you can give the Commission any estimate at the present day. There are so many millions of new engagements for employment in the course of a year. Those are distributed over the three methods to which we have just now referred—the third one being through the Labour Exchanges. You give a figure of 20 per cent. in your Memorandum. Would I be right in suggesting, that even now, 80 per cent. of the engagements of labour take place otherwise than through the Employment Exchanges ?—I could not deny it. May I put it in that way ? It is very difficult indeed to arrive at a figure, but from the return of the cards which we know as the " U. I. 40's ", and which are the receipts for the unemployment books lodged at the Exchanges while the man is unemployed, and also from such analyses as we have been able to make within the last twelve months, it does appear that the engagements effected through the Exchanges are about 20 per cent. of those of which we had notice.

L-747. Even now, 80 per cent. of the engagements take place other than through the Employment Exchanges ?—May I say that I think it is quite likely.

L-478. You say that in 1929 the number of vacancies filled was 1,604,000 ?—I would like to correct that figure. It should be 1,554,000.

L-749. *Sir Victor Sassoon* : That would be the 20 per cent. ?—Yes.

L-750. *The Chairman* : Within your knowledge, has it ever been proposed in this country to make the system compulsory—that is to say, that no employer should be allowed to engage a workman except through an Employment Exchange, and that no workman should be allowed to engage himself to an employer except through an Employment Exchange ?—Yes, the suggestion has often been made, but we have not received a sufficient indication that public opinion is really ripe for the change.

L-751. So far, neither the organized workers, nor the employers, have given any sign of agreeing with such a proposal ?—No.

L-752. Where the suggestion has been made it has come rather from the theoretical economist ?—From the man in the street.

L-753. One may fairly say that it has never reached the stage even of very serious consideration ?—If you mean by " serious consideration ", within Government circles, I am not aware of it. When the proposition has been put up it has been discussed within Departments, of course, but I do not think it has been put forward as a practical proposition for consideration by Parliament.

L-754. I gather you would feel that it would be an interference with the liberty of the subject, not hitherto contemplated ?—Personally I should not regard it in that way. I think it would be a very excellent step for the better regulation of labour.

L-755. Perhaps we had better not discuss the practical aspects and the penalty of sending men to prison for saying to one another, " I will work for you without the intermediary of the State ".—I must say that I had not contemplated that possibility.

L-756. Surely you would have to follow it out to its logical issue. You have given us with great care and detail the staff employed which is necessary for the working of this machinery, and you have given us the expense. I do not propose to take you over those figures, but have you ever been able to divide the cost between the two purposes—the Employment Exchange and the Unemployment Insurance ?—Yes. We have to do it for one purpose. We are authorized by the Insurance Acts to charge the cost of the administration of the Acts against the Unemployment Fund as part of its expenditure for the year ; and as a result of our experience over a considerable time now, we estimate that 97.2 per cent. of the total expenditure by the Ministry and other Departments on the services of the Exchanges is attributable to the Insurance scheme. I refer you to Appendix No. IV giving the heads of expenditure borne on the vote of the Ministry of Labour and on the votes of other Departments, and giving for the year 1930, an estimated total expenditure of £5,803,000, to which the next column adds that the total cost of administration of Insurance will be £5,630,000. That leaves a total of £170,000, for services not Unemployment Insurance. I ought to explain that included in the gross figure is the cost of placing all workpeople, whether insured under the Acts or not, and that the cost of placing the insured people is regarded as part of the cost of the Insurance Scheme for that purpose.

L-757. Taking it quite broadly, 97 per cent. of your total expenditure is set against the Insurance Scheme ?—That is so.

L-758. *Sir Alexander Murray* : Does that mean that, supposing you had no Insurance Scheme, you could carry on all the Employment Agencies with the balance of the money ?—No.

L-759. *The Chairman* : May I turn now to the question of Unemployment Insurance ? It began with a limited number of trades. It was intended at the outset to be a strictly insurance proposition—that is to say, that the workmen in employment, and the employers, would pay the contributions regularly, with a contribution from the State, and the idea was to build up during periods of employment a Fund which would enable a certain payment to be made to the workmen who had the misfortune of unemployment come upon them ?—That was precisely the scheme.

L-760. It was based to some extent on the long existing practice of the larger trade unions ?—That is true.

L-761. You had at the back of you, to start with, considerable experience and considerable material in that regard ?—Yes.

L-762. It was only in the times succeeding the War that it ceased to be, in the strict sense of the word, insurance ?—So far as the National scheme was concerned.

L-763. That is to say, for certain reasons benefits were paid out which had not previously been covered by insurance ?—That is so.

L-764. And that has gone on more or less ever since ?—Yes. May I make one point of explanation here ? Immediately after the War there

was a donation scheme which was outside the Insurance Scheme altogether. That ran for civilians for twelve months, and it ran for *ex*-service men for two or three years. Then in 1920, came the enlarged Insurance Scheme, which covered everybody who was under the Health Insurance Scheme, with the two main exceptions of agriculture and private domestic service. That Scheme, like the original Scheme, was on a purely insurance basis as the Act was passed. In consideration for contributions paid by the employer and the worker, with an addition by the State, a certain number of weeks of benefit might be paid to the worker when he became unemployed, but only in the proportion of one week of benefit for every six contributions that he had paid. Unfortunately the depression, which has lasted ever since, started just as the Act came into force. It was thought by those responsible that it was not much use having a National Insurance Scheme unless it provided the benefits that were intended to be provided for the people who were covered by it when they fell out of employment. Consequently the relaxations were started at once, and have continued ever since, so that people who were intended to be covered by the scheme, and who, it was thought would later have an opportunity of paying contributions, building up a reserve out of which benefit should be paid, could in fact be paid, although those contributions had not been received from them.

L-765. By unhappy circumstances, instead of there being a reserve built up by the insured persons and by the employers, the State has, from time to time, been forced to go to the assistance of the fund in the form of loans, which now, I gather, amount to something like 50 million pounds ?—Between 40 and 50 million pounds. On the question of reserve, originally I should say, that from 1912 to 1920, when the extended scheme came into operation, a fund had been built up on the old insured trades amounting to 22 million pounds ; and that was in existence in November 1920, when the extended scheme began to operate. Might I mention one other thing ? In 1916, an extension of the original Act was made to cover munitions workers. People had been brought into munitions trades during the War, whose employment in those trades would cease when the War came to an end. There was thought to be the probability, therefore, of considerable unemployment amongst them when the War did end. In order to meet that situation the original Insurance Scheme was extended to cover munitions workers ; and it was the contributions from those people, and from the original insured trades during the period from 1912 to 1920, which built up the fund of £22,000,000 with which the 1920 Act started.

L-766. Unhappily that 22 million pounds has disappeared, and has been replaced by a deficit of between 40 and 50 million pounds ?—That is the position to-day.

L-767. With regard to the safeguards which have to be faced in the attempt to prevent abuse of the fund, you tell us that an insured person is required to attend every day at the Exchange ?—That is the normal rule.

L-768. And that when he attends he has to sign a form which states, " Each time you sign this you are declaring that on the day or days for which you sign and any previous days signed or marked ' Excused ' you were (1) unemployed ; (2) capable of and available for work ; (3) not in receipt of National Insurance Sickness or Disablement Benefit " ?—That is so.

L-769. Then there is a further form to be signed by the applicant for the benefit, giving his age last birthday, and various other particulars ?—Yes.

L-770. Could that be done by a mass of illiterate people who could not read or write ?—Clearly they could not sign the forms. Whether the position could be explained to them, and they could be made to understand what it was they were doing when they attended at what we might for present purposes call an Exchange, I am not sure. I have to confess that I have no experience of dealing with illiterates.

L-771. I just take this as an illustration of the safeguards which you are bound to take to try to prevent the Fund from being abused. You have not, I take it, quite the same safeguard here as you have on the question of Health Insurance—of the man's neighbours knowing more or less whether he is ill or not by what he is doing in his spare time. You have to take fairly stringent precautions against the abuse of the Fund ?—Yes. We have not got the great safeguard which the Health Insurance Scheme has—and that is the certificate of the doctor to the effect that the individual is, in fact, ill and unable to follow his or her usual occupation. A thing we have in place of that—although I do not put it as high as a safeguard—is the fact that the insured worker has to lodge his unemployment book at the Exchange whilst he is unemployed Every employer to-day knows that he has to have an unemployment book in his possession for every worker who is in his works, and if that is at the Exchange, then it cannot be at the employer's establishment.

L-772. That reminds me of a further question. Have there been some cases where employers have entered into an arrangement with their workers so that, for instance, in a case where they were working for three days a week at long hours and high wages, getting a total of several pounds in wages for those three days, they could then go to the exchange and claim unemployment pay for the other three days of the week ?—May I just put the question alternatively so that I may know that I understand what is in your mind. In other words, is the working of short time manipulated in order that workpeople may obtain unemployment benefit as well as wages during a given period ?

L-773. It may have been dealt with recently, but I have it in my mind that a few years ago there were some suggestions of an arrangement of that kind.

Mr. Cliff : Which is the question, Sir—the one you put, or the one the witness put ? Because they are totally different.

The Witness : I said manipulation deliberately, because I wondered if that was what the Chairman had in mind.

Sir Alexander Murray : Answer both questions.

The Witness : If I may tell you what I believe the fact to be, I think it may answer both questions. I shall have to explain first what is the rule with regard to continuous unemployment which entitles a man to benefit. In the first place when a man becomes unemployed, assuming he has had a long spell of employment beforehand he may not receive benefit for the first six days of his unemployment. They are called the waiting days. When that waiting period has been served he may then receive unemployment benefit so long as he remains " continuously unemployed ". That is a term of art. A man is continuously unemployed for the purposes of the Unemployment Insurance Acts if he is unemployed for any three days in six consecutive working days, and two periods of three days that are continuous in that sense may be linked together so

long as there is not more than ten weeks between them without a new waiting period having to be served.

L-774. *The Chairman* : Can a man be earning on Monday, Tuesday and Wednesday, £3, £4, or £5 for those three days, and then go to the exchange and claim benefit for Thursday, Friday and Saturday ?—If he is unemployed on Thursday, Friday and Saturday, and otherwise satisfies the conditions, yes ; and it is commonly done. There is nothing in the law to prevent it. I thought you were referring to something else. It has been put that, whereas people have been working regularly four days a week and are unemployed two days and therefore not entitled to benefit, that by arrangement with their employers they have crowded the four days work into three, and have drawn the benefit for the other three days. I can only say that no evidence of that kind of thing having happened has come to the knowledge of the Ministry. We have had cases where the arrangement of the short time has been made in such a way as to entitle the work people to unemployment benefit, but that has not involved working on fewer days than would have been worked if it had not been for the unemployment insurance rules.

The Chairman : That is another question. People working and playing alternate weeks are entitled to benefit in the weeks they do not work.

L-775. *Sir Alexander Murray* : Take an industry employing 1,000 workers normally which has not sufficient employment for the thousand. Five hundred work one week and five hundred work the next week. They will each draw wages for one week and unemployment benefit for the other week ?—That is true.

L-776. *Sir Ibrahim Rahimtoola* : You say " The Employment and Training Department which is responsible for the general policy (but not the executive control) of the work of the Employment Exchanges and Branch Employment Offices in connection with the placing of persons in employment including the transference of labour both in connection with overseas settlement and with the movement from depressed areas to other areas within Great Britain ". Will you explain to the Commission what you mean by " overseas settlement " and " other areas within Great Britain " ?—Overseas settlement means what we call migration. It is the modern equivalent of the emigration movement which has been going on from Great Britain to the Dominions and Colonies over many years. Our overseas settlement department within the Ministry is finding people who are suitable for migration and giving them assisted passages to the Dominions, because they are unemployed and without means themselves to provide the funds which are necessary to take them overseas to the Dominions.

L-777. I take it there are certain limits within which each Dominion will accept this emigration ?—Certainly. There is a quota given annually for the numbers that will be admitted by the Dominions, and we have to keep to that.

L-778. Can you give us a statement showing the quota that has been laid down by each of the Dominions ?—I could give you a statement showing the numbers that we have assisted under our Overseas Settlement Scheme during the last few years.

L-779. Then what do you mean by " from depressed areas to other areas within Great Britain " ?—That is mentioned in more detail later on in the memorandum. It arose originally in the need for moving from the depressed mining areas, after the dispute of 1926, and the consequent

non-opening of some of the pits, such of the people as were suitable from those areas where the pits would not be working again to other places in Great Britain where employment could be found for them. Up to the present time we have moved 58,000 workers in that way, and I think I am right in saying between 3,000 and 4,000 families as well. I do not think we can give a reliable figure as to what the movement has been apart from our machinery, but those numbers represent the transfers which we have made through the machinery of the employment exchanges. It is largely from the coal areas into other areas where employment could be found which was suitable for the people who were moved.

L-780. Those people who were moved are practically permanent to the new area, are they ?—Yes.

L-781. *Miss Power* : Does the responsibility of the exchanges end with the transfer of the workers ?—As regards any legal responsibility, yes ; but the exchange in the transferee area always sees, so far as it can, that the transferred worker is put into employment if the original work to which he was sent comes to an end.

L-782. *Sir Victor Sassoon* : Who pays the cost of the transfer ?—When the family is moved there is a special arrangement by which provision is made out of the Exchequer for all or part of the removal expenses.

L-783. Are there any figures showing the cost of these transfers ?—I am not sure. We must know the cost, because we pay the money.

L-784. Could those figures be obtained ?—Yes.

L-785. *Sir Ibrahim Rahimtoola* : You say " Employment Exchange managers are required to observe strict impartiality in selecting applicants for employment. The ground of selection must be industrial suitability for the vacancy ". Ordinarily, what is the area which is covered by one employment exchange ?—It varies very much. We have many exchanges in London, but there is only one exchange in some provincial towns and cities of quite considerable size. For instance, there is one exchange in a town the size of Leicester, but there are several in Manchester and in Glasgow. There is one main exchange in Newcastle and two or three in what may be called the suburbs and surrounding districts. It really depends on the size of the town whether we can manage with one exchange or need more.

L-786. Can you give a statement showing the total number of employment exchanges in England, Scotland and Wales ?—Yes. You will see it on page 99 of the Annual Report of the Ministry of Labour.

L-787. I see it comes to about one exchange for a lakh. You go on to say " Experience has shown that the Employment Exchange system can be conveniently used to distribute to other occupations or areas which are in a position to employ additional work people, labour displaced by a contraction in the requirements of any particular trade or industry ". Will you explain how this is worked ?—The case I have given of the depressed mining areas is the best illustration of that. We had people there who had been brought up to mining and who had worked in it for years. We have in some cases given them a course of what we call " handymen training "—giving them some instruction in the use of tools of various kinds. After they have been through those courses they have been transferred to the busy area round London, for instance, where various trades are developing. They have done well in those trades. We take them from the areas like South Wales, Durham and Lanarkshire coal fields,

and we move them to an area where we know trade of some kind or other is expanding and developing.

L-788. Is there any real objection on the part of these workers to transfer their permanent residence to areas where they can find employment ?—I do not pretend to say that they like it, but they have realized undoubtedly that there is no future for them where they were ; and, while they would have preferred to have remained there had there been a livelihood for them, they have, with some amount of resignation no doubt, removed their belongings to the new place, and they have done well there.

L-789. *Miss Power* : They cannot be compelled to go ?—No, there is no compulsion.

L-790. *Mr. Joshi* : Do they lose their unemployment benefit if they do not go ?—Not in those circumstances. It all depends on whether there is an offer of suitable employment. But in all these cases the removal is voluntary.

L-791. *Sir Victor Sassoon* : Who decides as to whether they are suitable ?—The special machinery which is set up to deal with all claims to benefit. In the first instance the claim is looked at by an insurance officer who is a local man in the exchange. If he is satisfied that no question at all arises on the claim he may allow it at once. If he feels any doubt at all about it he refers it to a Court of Referees, which consists of three members, one representing employers and one representing workpeople, with an independent Chairman appointed by the Minister. They hear the facts of the case. They have the applicant before them. On the facts as they obtain them they decide whether or not benefit shall be allowed. That is not the final court. If either the insurance officer is not satisfied that a claim which has been allowed should have been allowed or that a claim which has been disallowed should have been disallowed, or if the man or his trade union is not satisfied that a disallowance is right, they may appeal to the Umpire, who is the final tribunal.

L-792. *Mr. Joshi* : When you started these exchanges, did you start all the 454 immediately, or did you make a small beginning first, and then extend ?—It was a small beginning, and we extended as opportunity and need arose. The big expansion took place in 1912 when the first Insurance Act came into operation.

L-793. Which areas did you select first ?—Those areas where there were the most opportunities for placing people—the large towns, particularly the manufacturing towns.

L-794. You first started with large towns and then extended the exchanges to smaller places ?—Yes. We always had in the smaller places what originally were called " local agencies ", and which are now called Branch Employment Offices, in charge mostly of part-time officers.

L-795. Do you find that these exchanges do useful work even though the supply of labour in the area is plentiful ?—Yes because employers realize the possibilities of the exchanges. Instead of going to the trouble of having to select workpeople and interview them from crowds waiting at the gates, they come to the exchanges and say " Do this work for us. We are paying for you, and you may as well do what we have hitherto had to pay others for doing."

L-796. Were the employers at first indifferent to the scheme ?—Very largely, yes.

L-797. Why were they indifferent ?—I think it was the ordinary British conservative view. They had been used to doing the thing in a

particular way and they preferred to go on doing it in that way. They were like many British people. They did not like something new.

L-798. When a man comes to a town and wants a job does he take advantage of the exchange ?—It is the natural thing for the worker to do, because if he is a worker in an insured trade and he has moved on his own account, his unemployment book, which is his key to getting a job, has been lodged at the exchange where he formerly lived. He asks to have that transferred to the town to which he is going. It goes to the exchange there. His claim to benefit is transferred there, if he has got one, and he has to go there and sign. He is registered there as a man who wants a job as a mason, or bricklayer, or something else ; and being on its register the exchange interviews him as part of its normal procedure and sees the kind of job he would be suitable for in that place, and does its best to place him.

L-799. Is it your experience that the officers in the exchange offices take any kind of bribes from people ?—No. I do not recall a single case coming to my notice.

L-800. There is no complaint about bribery ?—I do not recall any complaint on that point.

L-801. Is it your opinion that the Insurance scheme in Great Britain is not really based upon any actuarial basis now ?—I should not say that. The insurance scheme proper is still on what we believe and hope to be an actuarial basis. People who are outside that scheme are temporarily being carried by it, but they are regarded and recognized as being outside what was intended to be the burden of the insurance scheme proper. I do not know whether it is within the knowledge of the Commission that the people who are outside the insurance scheme at the moment are being borne on the Exchequer. The Exchequer is paying the cost of what is now known as transitional benefit.

L-802. Can you say from your experience that there is anything wrong in starting unemployment insurance for a few industries first ?—You started with a few industries at first and then extended. As a matter of experience can you say that the State can start with a few industries ?—I should say myself that it is better to start with a large scheme, but I would not say there is insuperable difficulty in starting with some trades.

L-803. *Mr. Clow* : The rate of insurance is a flat rate, is it not ?—It varies as between men and women and young persons and juveniles.

L-804. But the general effect is that the industries in which employment is good bear the effect of unemployment in those industries in which it is irregular ?—Yes, on the same principle that a man who does not have a fire has to pay for the man who does.

L-805. *The Chairman* : That is of the essence of real insurance ?—Yes.

L-806. *Mr. Clow* : It differs in that respect from what it was built up on—the trade union method of insurance, in which essentially those within a particular industry supported their fellows who happened to be out of work ?—I should have thought that was the same principle.

L-807. But in the one case it was within the trade itself ?—I see your point, yes. For instance, take the National Union of Railwaymen. Within their own operations they would find that the people who are always in employment pay for those who experience unemployment ; but I say that that is the same principle as the national scheme.

L-808. Has any attempt been made to trace the effect on wages in essentially seasonal industries ?—No, I do not think so.

L-809. *Sir Alexander Murray* : The Balfour Committee Report refers to that ?—Have you a particular seasonal industry in your mind ?

L-810. *Mr. Clow* : I was thinking of several. Prior to the introduction of the scheme wages in seasonal industries were higher than they would have been if employment had been regular ?—I should think that would be the natural tendency, but I do not pretend to be an expert on the wages question.

L-811. One would anticipate that the effect of this insurance would be to reduce wages in those industries, because the man has a payment for other parts of the year ?—I should have doubted whether that had been the effect.

L-812. *Mr. Cliff* : I notice you say that the idea of Employment Exchanges was quite new to Britain in 1909 ?—Yes, as a National scheme.

L-813. And I see that you state that the Commission recommended the establishment of a National system for two purposes—for assisting the mobility of labour and for collecting accurate information as to unemployment ?—Yes.

L-814. Is there any considered criticism in this country which would seek to do away with Employment Exchanges ?—I think not now.

L-815. Is it not rather the tendency to seek for their extension ?—On the whole I should think it is.

L-816. Would it be true to say that they have assisted in the mobility of labour ?—Undoubtedly.

L-817. Dealing with the depressed areas, and the transference problem, to which you have referred, would it have been possible for the State to have dealt so expeditiously with that problem if there had been no Employment Exchanges ?—I do not think the State could have dealt with it in an organized way. They would have had to extemporize machinery to have dealt with that kind of thing, which, I think, inevitable waste both of effort and of money.

L-818. Have you succeeded in getting accurate information as to unemployment ?—We have better information about unemployment than any country in the world.

L-819. It is true to say that public opinion in this country demands that we should collect accurate information —There is no doubt about that. I do not think public opinion would permit of the termination of the present means of obtaining information.

L-820. *Mr. Joshi* : What was the situation as regards the figures for unemployment before the advent of the Exchanges ?—We were only in possession of such facts as we could obtain from returns made by the trade unions. In fact it was only on that information, that we were able to put such actuarial basis into the scheme of 1912 as it had.

L-821. *Mr. Cliff* : Is it not true that that experience was limited to a few Trade Unions ?—Yes.

L-822. And that it was really based on a system of Trade Union members seeking, by means of their own machinery, to assist members who were out of employment ?—It was.

L-823. Has not the system been extended out of all recognition to people who were never within the ambit of trade unions ?—No, I do not think so. I think there were trade unions who would always have taken within their membership people who are now covered by the Insurance Scheme.

L-824. Take the dockworkers in this country. Were they under any unemployment machinery in their union ?—I think perhaps we are at

cross purposes. The Unions would have taken them into their membership, but many Unions had not got any Insurance Branch.

L-825. That is my point ?—I was taking membership of Unions in the wide sense for industrial purposes, and not only for insurance purposes.

L-826. My point was, that the Unions which had any scheme of unemployment Insurance or assistance were mainly craft unions ?—Yes.

L-827. Dealing with the great Unskilled Labour Unions, there was no system, speaking generally ?—I would not like to give an absolute answer to that, but I can say, that one, if not more, of the Unskilled Unions instituted a system of unemployment benefit when the 1920 Act came into operation in order that they might take advantage of the provisions of the Acts which enable a Trade Union to administer the benefits for their own members.

L-828. I do not make myself clear. I am thinking of prior to 1909 ?—Prior to 1909 I think you may be right when you say that no unskilled workers union had an unemployment benefit side.

L-829. The suggestion is that it might be advisable to establish, on a small scale to commence with, Employment Exchanges in India. It is argued against it that we have only succeeded in this country because of the experience which voluntary organizations have given us ?—You are on the Exchange side for the moment, on the placing of people into work—and not on the Insurance side ?

L-830. Yes. That was in effect very limited in this country. It was limited particularly to Craft Unions, I think ?—On the placing side, do you mean ?

L-831. Yes.—No. There were Unskilled Unions before 1909 which certainly were in existence mainly for what you might call industrial purposes—wage regulation, trade disputes, and that kind of thing ; but they were certainly doing some work on the placing side as well.

L-832. Was that very extensive ?—I do not think I could answer that question in such a way as to give reliable information to the Commission. I would not like to commit myself to the extent of it.

L-833. If you were taking a new field, where there had been no trade union experience, do you think it would be a matter of considerable difficulty to establish Employment Agencies ?—No, I do not think it would be difficult to establish Employment Agencies in the absence of Trade Union experience. I should say that in a country where there were no trade unions and no experience of Employment Agencies, the task would be rather difficult but I do not think it is altogether out of the question.

L-834. Appreciating the fact that establishing new things is difficult, could you visualize one large industry—for instance, the tea industry which is largely centred in Assam in India—recruiting from certain selected areas its labour. Would it be difficult to establish Employment Agencies in such areas ?—Speaking very much as an outsider on that particular problem, I should have thought the method of recruitment without an actual agency would have been the common sense thing.

L-835. When you say " without an agency ", what do you mean by that ?—Something in the nature of an Employment Exchange. There would have to be agents to obtain the workers required. I do not mean agency in that sense. I meant an establishment like an employment Exchange.

L-836. It would be difficult to do it without ?—No, I am sorry. My answer was that I should have thought that clearly the thing to do would

have been to send recruiting agents to the place where the labour was to be recruited, and obtain the workers in that way.

L-837. What is the real service that an employment agency renders to a workman ?—Finding him a job without putting him to the unnecessary trouble of tramping round to works where no workmen are wanted.

L-838. What is the real advantage that an Employment Agency renders to an employer ?—That he need not have to deal with crowds at his gates, or to answer advertisements in the press in order to obtain his workpeople.

L-839. With regard to Section 19, dealing with vacancies filled, you have given a list of figures. Have you any relative figure with regard to the numbers registering ?—I have not them here, but they are obtainable.

L-840. *Sir Alexander Murray* : The figures for last year are in Appendix 9 to the Ministry of Labour Report, 1928. Can you give us, over a period of years, the total number of persons registering at Employment Exchanges, and the total number of vacancies filled. It seems to me, looking at this, that the vacancies filled are always about the same as the number of persons registering ?—I am afraid that is mere coincidence. An individual comes in : he may have had half a dozen jobs in the course of the year, but he is only registered as one individual.

L-841. *Mr. Cliff* : I was wondering whether there was any relative figure on which we could base a conclusion. You may have a man employed three times in this figure, but he would only be registered once ?—He would be registered as one individual in this total. I understood the question was whether I could give the number of separate registrations regardless of the number of individuals.

Mr. Cliff : That is the only real figure that is of any value.

L-842. *Sir Alexander Murray* : I would like both ?—I should have to look into it.

L-843. If one man, called A, was on your books in January, he would be included in that figure ?—Yes.

L-844. Then he would go off your books and come back in May, and he would be in the May figure, and so on ?—Yes.

L-845. That would not be one registration. That would be three registrations for one individual ?—This figure would be right, because he would be amongst the persons registered in both January and May, and would be properly included in a table compiled on that basis.

L-846. *The Chairman* : These figures which you have already given us as vacancies filled are not the number of individuals, because they might perhaps have to be divided by 2 or 3 ?—Not to that extent, but certainly the number of individuals would be less than the number of vacancies filled.

The Chairman : I do not know whether Mr. Cliff presses the point. It does not seem to me that the figures would be very relevant to our purpose.

L-847. *Mr. Cliff* : I will not press it. May I ask a question under Section 3. You say that the Ministry are now devoting special attention to this side of the work—that is, with regard to Exchanges—as Employment Agencies ?—Can you tell us along what lines you are proceeding ?—There are several lines really. Recently we have set up a Committee at headquarters to deal specially with the placing problem. That Committee receives reports from the divisions and is doing its best to guide them, and keep the machinery up to date, and to direct its energies into new channels, and so on. Then in the Exchanges themselves, until quite recently the

record of the man's insurance life and his industrial career were combined in one document and kept in one place. We have split the records now, so that the information which is wanted in order to effect a useful placing of the man is now kept in what we call the Vacancy Section of the Exchange, while the insurance part of the record is kept in the purely Insurance Section. Then while we have always had at the Exchange an officer whose special duty it is to register applicants seeking employment and to regard them from the point of view of potential placings, in the past he has had to be diverted more or less to other work, as rushes came on. For instance, on pay day, which is Friday, he might be called on to help at that. On Thursday, the day before, if there had been an exceptional rush, he might have been called on to help to compute how much was due to each individual, and so on. We are now seeing that the man who has been set aside as the placing officer in the Exchange is doing that work and none other. Having set aside the man in that way, we have instituted a better system, we believe, of interviewing applicants periodically to find out, if we have not been able to put them in the way of a job ourselves, what they have heard or have done, or can suggest in the way of obtaining better assistance from the Exchange in trying to place them in the kind of employment they need. Then the people at the Exchange are giving more time now to canvassing the employers in the area covered by the Exchange, enlisting their goodwill and trying to induce them to use the Exchange solely as their agency for filling such vacancies as they have. In order to assist our people in that direction, the Minister himself recently issued a letter to employers, which was circulated in the different Exchange areas through the machinery of the Exchange. It formed quite a good introduction to our representative when he went to try to obtain an order. One other thing we have done. We always did it any way, but we have developed it quite recently ; that is, when a man lodges his Unemployment Book at the Exchange with a claim to benefit, he is given a receipt for it on a card—U. I. 40—and when that man obtains employment that receipt has to be sent back to the Exchange in order that the Unemployment book may be sent to the new employer. We have been analysing those cards as they have come back to us. We have taken particular notice of where people are getting employment, in what trades, and which employers are taking on hands. We have followed up those lines of enquiry with quite substantial results. The figure given of 1,550,000 placings in the year 1929 works out on an average of just under 30,000 a week. Our placings this year, notwithstanding the exceptionally heavy depression, have been at the rate of nearly 35,000 a week, an increase of over 5,000 a week in the first six months of this year, notwithstanding the dreadful time which the country has been passing through industrially.

L-848. Is that a definite and deliberate policy regarded as part of the proper work of the Employment Exchange ?—Absolutely.

L-849. With regard to juvenile labour, you say that the administration is done in certain districts by the Local Education Authority. Is that work developing ?—I do not know that there has been any considerable increase in the number of authorities who have exercised their powers under the Act. I think it has remained practically stationary for the last two or three years. About half do it and half do not, but I ask you not to take that as absolutely accurate.

L-850. Are there a good number of placings through the Juvenile Bureau ?—Yes, I think the service is quite appreciated. In the few weeks before the school leaving of a particular boy or girl, particulars are fur-

nished by the school to our juvenile side where the work is done by us, or they send it to their own Juvenile Bureau in order that their people and the local Advisory Committee, consisting largely of local employers, may interview the child who is about to leave. They also interview the parent in order to get an idea of the kind of work that would be suitable, having regard to the opportunities in the district. These interviews take place, and I am quite sure that they do a vast amount of good for the youngsters in directing their steps in the right direction.

L-851. *The Chairman* : Does not that very largely depend on the amount of voluntary help given ?—That is always forthcoming. There is no difficulty in that respect. There is a very great interest in the work which is done for the juveniles, whether it is done by our officers, or by the local Education Authority's people.

L-852. As a matter of fact, both you and the local Education Authority do have a very large amount of voluntary assistance ?—Yes, and we appreciate it very much.

L-853. It is that which makes a system work so well ?—Yes.

L-854. *Mr. Cliff* : It also means that there is a problem to which they address themselves ?—Yes.

L-855. *Miss Power* : Can we know how far the success of the Exchange in regard to the placing of juveniles depends upon a system of compulsory education—on the existence, in fact, of a network of schools throughout the country ?—That is the basis of the whole thing with us.

L-856. Supposing you had not got that, how successful would an Exchange be on the juvenile side ?—It would depend almost entirely upon the parents bringing the children to us for guidance at the time when they became old enough to work.

L-857. In India, in many cases there would not be the school as a basis on which to build up the placing work ?—I realize that. I do not know India, but I have always understood that it is more difficult to get a new idea going there than it is over here.

L-858. Is an Exchange bound to offer an applicant a vacancy notified to it by an employer even if the rate offered is notoriously below the standard rate ?—I think there is some regulation about that. We are not responsible for the wage offered by the employer.

L-859. If there is an agreed Trade Union rate, or Industrial Council rate, or whatever it may be, is the Exchange still obliged to offer a vacancy even if the wage offered is notoriously below that rate ?—I will ascertain the precise position.

L-860. Dealing with local employment committees, how essential are these to the successful working of the Employment Exchange scheme ?—They are very valuable, but I cannot say that they are absolutely essential. I should not, however, like to contemplate our system without these committees.

L-861. Do these people volunteer to serve, or does an Exchange have to canvass people to serve on those committees ?—It works in this way. We apply to the local associations of employers and workers to nominate members to the committee. Then we make our selection of the associations to be invited, from the kind of industry that is carried on in the area. For instance, in Lancashire, we obviously always go to the Cotton Unions. In an engineering centre we should go to the Engineering Employers' Federation and to the A. E. U.

L-862. Would you regard these committees as altogether satisfactory if you could only deal with organized employers there were no organized

workers ?—Then you would not get as representative a view of the workers' side.

L-863. On the question of the inter-dependence of Employment Exchanges and unemployment insurance, how far do Exchanges run on the present voluntary basis depend for their success in filling vacancies on the existence of the National Unemployment Insurance scheme, which practically compels a man to come to the Exchange when he is out of work ?—You have told us that you fill 20 per cent. of vacancies under such conditions. Supposing there was no compulsion on him to do that, because no Unemployment Insurance Scheme existed, would your placings still be as high as 20 per cent. ?—I should think not, because with the man tramping the employer might not send us as many vacancies as he does now. The employer is alive to the fact now that he gets a wider selection if he comes to the Exchange with his vacancies.

L-864. Is not the workman at present obliged to go to the Exchange in order to draw his unemployment pay ?—Yes.

L-865. Supposing there were no insurance and he were not obliged to go to an Exchange ?—I do not think we should get the same result.

L-866. Your placings would be lower than the 20 per cent. ?—I should expect them to be so.

L-867. So that there is really a very close connection between the success of the Exchange system and the existence of a national Unemployment Insurance system ?—Yes.

L-868. Can you tell us what is the attitude towards Employment Exchanges of the big firms who employ their own employment officers for the dismissal and engagement of staff. Do they tend to refuse to use the Exchanges ?—I would not put it as refusal. They do not use the Exchanges to the extent that they would if they had not got their own officers, but there is some degree of co-operation even when there is a bureau in the works. They cannot always get the kind of man they want. He may not be in the neighbourhood. They have not got our clearing system.

L-869. You do not regard the employment of what is called an employment officer in a big firm as being detrimental to the Exchange system ?—If I may say so, I do not like the word " detrimental ". It is not helpful.

L-870. What is the attitude towards Exchanges of Trade Unions which are anxious to fill vacancies in their trade by their own trade union members ?—They would rather do it themselves than have the Exchange doing it.

L871. Are there any trade unions which, for that reason, boycott Exchanges ?—I do not think that that spirit is evident now.

L-872. An Exchange may not select as between a Union and a non-Union man ?—No, they must be quite impartial. The best industrially suited is the only test.

L-873. Does any trade union run its own Exchange ?—In some of the cotton towns the Union offices are in the nature of Exchanges. In London it is very much the same thing with the printing trades.

L-874. So that they also to a certain extent, are the rivals of the employment Exchanges ?—I do not like to quarrel with your terms !

L-875. They are in competition with them ?—Yes, I accept that.

L-876. You say in your Memorandum, " The Unemployment Insurance Act of 1930.....while abolishing the ' genuinely seeking work ' condition, places on the Ministry of Labour the onus of proving that a

claimant has refused an offer of suitable employment ''. How can the Ministry of Labour do that unless all offers of employment are made through it ?—Supposing a man has been offered an odd day's work by somebody and he says, '' No, that is going to affect my unemployment pay, and therefore I will not take it '', how does an Exchange know that that has happened ?—It does not know.

L-877. Is not that a very strong argument for the compulsory use of Exchanges ?—I should like to use every argument.

L-878. Turning to the subject of unemployment insurance—in India we are dealing practically entirely with married women in industry. We learnt from Sir Walter Kinnear that married women, and particularly employed married women, present certain specific problems as far as national sickness insurance is concerned. Has it been the experience of the Ministry of Labour that the married women, and particularly the employed married women, present any specific problem as far as unemployment insurance is concerned ?—They do. There is no doubt that, outside certain trades, when women who have been in industry up to the time of marriage, marry, normally they do not work again ; but there were indications after the passing of the last Insurance Act that a number of married women who themselves thought, and who everybody else thought, as retired from industry, came and made claims to benefit, thinking that it was intended that they should get it, although most of them probably had no intention of going back to work in industry. I think the Umpire has now laid down rules for the guidance of the lower Tribunals in dealing with claims made by married women in that kind of circumstance. They do certainly present a special problem in an Unemployment Insurance Scheme.

L-879. How far is that due to the refusal of employers in this country in certain instances to employ married women—a refusal which I imagine would be impossible in India, where only married women are available ?—It is the fact that in some industries and establishments there is a bar on married women. On the other hand, in the cotton trade particularly, the employment of married women is quite normal. Taking the ordinary woman, however, the working woman who has been working up to the time of her marriage, decides that when she marries she is not going back to work again. While some are affected by the employers' decision in certain instances not to employ married women, it is not the thing which operates most largely.

L-880. Would it be asking too much of the Department to let us have a note on the specific problems to which both women and children give rise in any scheme of national unemployment insurance ?—That could be done.

L-881. *Sir Alexander Murray* : Why is it that the percentage of unemployment amongst women is very much less than it is among men ?—I believe I am right in saying that this month, or last month they were exactly the same, but you are right in saying that until quite recently unemployment amongst insured women has been considerably lower than amongst men. The rise in the women's rate quite recently is due to the depression in the cotton trade where they are so largely employed.

L-882. From Appendix 9 to the Report of the Ministry of Labour, 1928, you will find that the percentage of unemployed women is only half what it is for men. That seems to have been the case over a long period of

years. Why should it be like that ?—I can only suggest that the state of employment in women's trades was better than it was in men's.

L-883. *Mr. Clow* : Has not there been a tendency in this country since the War to replace men by women to some extent in employment ?—I should not have said so.

L-884. *Mr. Cliff* : Women have a larger field for employment in the lighter industries ?—If you are putting it that a larger proportion of women are employed now than before the War, I should have said yes ; but I should not have put it as replacement.

L-885. *Sir Alexander Murray* : Various statistics are given in the latest Report of the Ministry of Labour. Take the jute industry. There are about 40,000 workers altogether. In one half year there may be 40 per cent. of unemployment, and in another half year there is only 6 per cent. of unemployment. How do you get at these unemployment figures ? Take the case where they are working for three days a week. For the other three days will they all be unemployed ?—I ought to explain that we take our count on Monday in every week. If a person is unemployed on Monday he is counted in our figure. If he is at work on Monday and unemployed for the rest of the week he does not come into our figures.

L-886. Supposing a week is divided into two parts, and they are working three days a week, on Monday, Tuesday and Wednesday, and are not working on Thursday, Friday and Saturday. The Thursday, Friday and Saturday do not come into use in your figures ?—They do not.

L-887. Then that vitiates the whole figures ?—There are people who are unemployed on Monday, Tuesday and Wednesday, and who are working on Thursday, Friday and Saturday, but we cannot count every day. It comes out at about right.

L-888. Take the case where they are working for three days one week and three days another week. Do those people come into your register of unemployment ?—Do you mean on a certain three days in one week and on a different three days in another week ?

L-889. No. Supposing there are 1,000 men needed to man a mill, and 500 work one week and 500 the next week. Do those 500 on alternate weeks appear in your unemployment figures ?—If they are unemployed on Monday.

L-890. Take the case of an industry which has been running three days a week for six months in the year. Do the figures in the latest Report of the Ministry of Labour include, as registered for unemployment, the people who are actually working every alternate week ?—They will include them for those weeks where they were unemployed on the Monday.

L-891. *The Chairman* : The man who never works on Monday always appears in the figures ?—Yes.

L-892. *Sir Victor Sassoon* : And the man who always works on Mondays, Tuesdays and Wednesdays never appears ?—No.

L-893. And it is more likely that if an industry is working only three days a week they would work on Monday, Tuesday and Wednesday ?—I think not. They would take the long week-end as a rule.

L-894. What days of the week would they work ?—Tuesday, Wednesday and Thursday.

L-895. In the Blanesborough Report it is said that there is an assumed absence of unemployment in agriculture, domestic service, railways and

local authorities. Do I take it that you are in agreement with that statement as regards agriculture ?—I do not think it means absolute absence of unemployment, but a far lower rate of unemployment than is found in the average of the insured trades now covered by the scheme. You may know that there has recently been some demand for bringing agriculture within the ambit of the Insurance Scheme.

L-896. I take it your difficulty there is connected with the flat rate system and benefit ?—That is a difficulty certainly.

L-897. If you had a country where the industries had very varied rates of wages, it would be difficult to have a system of insurance with a flat rate ?—Yes, if there were really very wide differences. I am now putting my personal view, but I think it would be difficult in this country to run an unemployment insurance scheme for agriculture with the present rates of unemployment benefit that apply to other industries. For instance, a man's rate is 17 for himself, 9 for his wife, and 2 for each child, so that a man with a family of a wife and two children gets 30 a week when he is unemployed. That is the agricultural labourer's rate of wages for full employment over a large part of England and Wales.

L-898. Might that be the reason why there is not so much unemployment in agriculture—that it is better to cease to be an agricultural labourer in work and become an industrial labourer out of work drawing the dole ?—He has got to do something more than to say he has changed his occupation.

L-899. There is a letter in *The Times* which makes the same point about that (Reads letter).—I have not seen that.

L-900. *The Chairman* : I take it that is a thing you would agree in any scheme ?—Yes. The Blanesborough Committee laid it down that the rate of benefit, speaking generally, should be such that, with other resources which the employed person might reasonably have been expected to build up, it would remove from his mind the dread, which the normal man has, of being unemployed. At the same time the rate must not be such as to afford an incentive to idleness.

L-901. And that applies to the general run of normal people. At the same time there are a few people in this world who would rather be lazy on £1 a week than earning £2 a week ?—I am afraid that is so.

L-902. *Sir Victor Sassoon* : You state, " There has been an inevitable demand for its extension to other industries ". Might not you say that the fact that a lower paid industry has no such insurance would be a very natural reason why those in that industry should ask for its extension ?—I think so.

L-903. They might consider they were in greater need of insurance than the higher paid people were ?—Yes.

L-904. That might tend to the actuarial part of the question being lost sight of ?—I do not know. I think in any National scheme the actuarial part can never be lost sight of.

L-905. Let us say, there might be pressure that it should be ignored ?—There might be pressure, but I cannot see that any Government could ever ignore that consideration.

L-906. You say yourself that part of these benefits have to be carried by the State for what you call a transitional period. Is not that another way of putting that the State has already a bad actuarial risk ?—The

State is carrying what one might call an excrescence on the pure insurance scheme.

L-907. But the net result is that the State, so far from having in its coffers 22 million pounds, has now a deficit of 50 million pounds. That shows that the present system is not based on a sound actuarial basis ?—As I say, if in the system you include the people who are there temporarily having regard to the nature of the thing, it is transitional, and you may be right ; but I suggest that it is not right to include those people seeing that they are recognized as being there temporarily.

L-908. Would it make much difference to the workman who wants this benefit and who would say, " I do not care if you say that I am in a transitional stage or otherwise as long as I am getting something ", whether it is actuarially sound or not ?—I daresay that is the state of mind.

L-909. As far as I can make out on the figures, you have been dealing with 12 million workers from an insurance point of view, and you have placed, roughly speaking, one and a half million men at an expense of five and a half million pounds ?—I think that is right.

L-910. So the benefits which the workmen have received cannot be said to have been anything but rather costly. You have told us that of that five and a half million pounds 97 per cent. was necessary for looking after the insurance of the 12 million people. Do you consider that that is a figure which a poor country like India might find rather above its means at the moment ?—I cannot express an opinion on what India's finances can bear, but I would remind you that, if you take the proportion of the premium income which the expense of administering this scheme represents, it would compare very favourably with other forms of insurance outside.

L-911. I take it that unemployment agencies cannot make jobs ?—No.

L-912. If its district is in a place where the employers have their own methods of filling vacancies, and which they find satisfactory, an Employment Agency at public expense would really be an increased expenditure. I am now assuming that you have not got a clearance system. Your point was that the value of your agency in such cases was that you had a clearance system and could get people from other districts for the employer who could not find those people in his own particular district ?—That certainly is the big advantage in a clearing system.

L-913. Where the employer himself had means of filling up his vacancies quickly and satisfactorily, there would be no advantage in having your system, unless you could bring to the employer better workpeople from somewhere else ?—If the employer is getting what satisfies him, I suppose that is true. I do not know whether there would be any advantage from the worker's side.

L-914. You mean that a worker who was out of work for a long period would get a position quicker ?—It might be so.

L-915. But do not employers prefer to have a man who has not been out of employment for a long time ?—That is commonly the case I am bound to say, but he would have his selection.

L-916. What advantage would there be in such a case of having this extra expenditure ?—I should have said that it was good for a community to know the extent of its unemployment, to register these people and to

bring them together not merely for the sake of bringing them together, but to bring them under review.

L-917. You are now pointing out the advantages from an intelligence point of view of having such agencies ?—Yes.

L-918. The cost, then, would be not that of finding employment, but for letting the country know what is happening ?—I think there is the practical point of view—that it must be to the common good to have these people under review by an expert authority dealing with the finding of jobs.

L-919. I do not follow that if they are already finding their jobs satisfactorily through the employer's bureau ?—They are finding some jobs by some employers using that means of filling, but surely there would be other employers who would be glad to use the Exchanges as their agencies for filling such vacancies as exist.

L-920. Then it really comes to this—whether the turnover to the number of employers that would use the agencies is sufficient to make the cost of your agencies compare satisfactorily with the ordinary methods of direct employment ?—I should not have thought that was the only way in which the benefit of the Exchanges could be measured.

L-921. There is a particular state of affairs in India where, when workpeople are going from one district to another, they will not go unless they get an advance, and that is often paid for by a contractor. In that sort of case an employment agency could not give an advance of wages out of its own funds ?—Not out of its own funds, but as agent for the employer.

L-922. In some cases the contractor pays more than the travelling expenses. He makes a further advance out of future wages which he is supposed to get back, or not get back eventually from the man's wages. No employment agency could do that sort of work, could it ?—I do not see why not, if the employer puts them in funds.

L-923. This is a contractor ?—Very likely, but the money has got to come from the employer. I do not think it matters very much where it comes from so long as the Exchange has the money is order to disburse it to the individual to whom the advance is to be made.

L-924. Then it is a question of the Exchange being able to show the contractor that it can do the work more efficiently for him than he can do it himself ?—I think so. From the employer's side I thought I had made it plain that if he is satisfied that he can do it himself, then he would not want an Exchange, but I was looking at it from the other point of view, first of the worker and his convenience and opportunities, and then from the point of view of the public good. I can quite understand that very different considerations apply in India from those which apply here.

L-925. I was trying to put the two separate cases—the case where in a city the workman is at the employer's gates, and the case of big works where the employer has to use an intermediary to get his workpeople, and this contractor who has to make advances of travelling expenses and advances against wages. It would be difficult for an employment agency to take that up ?—I should have thought not, with great respect.

L-926. *Mr. Joshi* : In reply to Miss Power you stated that there is a close connection between Exchanges and the insurance system.

Would you, therefore, say that you would not start one without the other ?—I could hardly say that seeing that we had to start the Exchanges before we had an insurance system, but they were started deliberately with the insurance scheme in mind. They were intended to serve the purpose of the insurance scheme although they were established two years before.

L-927. You would not say that Exchanges should not be started unless the insurance scheme is started ?—No, I would not say so absolutely, but, as I said just now, we did it in this country because we knew the insurance system was coming along.

L-928. You stated that up to 1918 the Exchanges did not do much insurance work. Can you say that up to 1918 the Exchanges did any useful work ?—Yes, they did a very useful work indeed, particularly during the war.

L-929. Supposing there had been no War, do you say the Exchanges could have performed some useful function ?—If there had been no War, then the absence of insurance work would not have obtained. There would have been a lot of insurance work to do. We should have had our experience of the bad part of the cycle, whose good part we experienced in 1912,—13 and—14.

L-930. *Miss Power* : Should we have started Exchanges had not we anticipated an unemployment insurance scheme ?—I feel very doubtful about it, but they were recommended on their merits as employment agencies by the Poor Law Commission.

L-931. *Sir Alexander Murray* : Suppose you have a factory town with weavers, and there are 2,000 weavers seeking employment and only ten vacancies. How do you ration them between 2,000 people ?—In the cotton trade that is done through the Union. The manager has to make the best selection he can on the registered qualifications of the people.

L-932. If there are 2,000 people all of one kind, namely, weavers, and there are only ten vacancies, it is left to the manager to pick twenty to pass along to the employer ?—Yes.

L-933. Therefore a great deal of power will rest in the manager of the Exchange ?—Yes.

L-934. You do not know whether, in actual practice, he selects on account of length of time out of employment, or size of family, or any consideration of that description ?—Amongst people with the same industrial qualifications I should think he would take that kind of thing into account.

L-935. *The Chairman* : May I put it to you that a great deal of the success of the work has depended on the personality of the chief officer in the various districts ?—That is certainly true.

L-936. In filling these posts the State had recourse to a considerable extent to men who had experience within the trade unions ?—That was so in the early days.

L-937. Is it still a fact that a large proportion of your chief officers in the districts are men who had previous experience in Trade Unions ?—Yes. It is not true to so large an extent as before, but it is true to some extent.

L-938. The existence of that element was a considerable factor in building up the efficiency of your Exchanges ?—I think so. We do attach rather more importance now than was attached then to the possession of general administrative capacity.

L-939. In India in the industries, it is very largely the case that the labour is non-residential ; that is to say, in the sense that it comes from long distances of from 200 to 500 miles from agricultural districts. Have you any experience of a system worked partly by Government and partly by the goodwill of the employers to prevent thousands of people leaving their homes many hundreds of miles away and hanging round the gates of workers in the vain hope of getting employment, and attempting to work the Government system along with the employers and prevent there being a great surplus of disappointed labour from a particular place ?—Not at anything like that distance, no.

L-940. The distances in India, of course, would be larger, but have you in your experience anything comparing to that ?—It has happened that in a particular town where there is an Exchange, and it has been known that some vacancies will be available at a particular works, that the following morning the place has been besieged—but from people in the town. I thought your real point was that these people come from a long distance, and that really what was underlying it was that they might be put to a considerable degree of distress in having to come that long distance and then being disappointed.

L-941. Take the herring curers who come down from Scotland to Yarmouth ?—They are all engaged beforehand by the employers. It is done through our agency and our Scottish Exchanges.

L-942. That is the point. It just occurred to me that in a limited sphere there might be some parallel in your experience to the Indian case ?—I think that is the only one. We supply quite a lot of people for the raspberry season in the South of Scotland.

L-943. That is a case, I take it, where the employers and the Exchanges are working together ?—Absolutely. They notify their requirements to our Scottish people and we make our arrangements some weeks beforehand. We supervise the travelling arrangements, and, so far as we can, we secure suitable lodgings for them.

L-944. And the object of that is to see that there is not a great number of people migrating in search of work, but that the supply and demand are more or less balanced ?—Always.

L-945. Would it be possible to give us a little note on those two cases, which are the only ones which seem to come into line with the matters with which we have to deal ?—Yes.

L-946. What I have in mind is this. In Bombay there are a great number of cotton mills with several hundreds of thousands of workers, and at many periods there is a surplus of 70,000 coming in search of work into the city unable to find it, whereas they might have been much better off if they had waited in their homes until the work was available. What I am looking for is some experience of alliance of the employers with the State agency for the benefit both of the employers and of the workers ?—we can give you some instances, and I will send them along.

(The witness withdrew.)

LONDON.
Fifth Meeting.

Tuesday, 22nd July, 1930.

PRESENT :

The RT. HON. J. H. WHITLEY (*Chairman*).

The Rt. Hon'ble V. SRINAVASA SASTRI, P.C., C.H.	Mr. JOHN CLIFF.
Sir VICTOR SASSOON, BART.	Mr. N. M. JOSHI.
Sir IBRAHIM RAHIMTOOLA, K.C.S.I., C.I.E.	Diwan CHAMAN LALL.
Sir ALEXANDER MURRAY, KT., C.B.E.	Miss B. M. LE POER POWER.
Mr. A. G. CLOW, C.I.E., I.C.S.	Lt.-Col. A. J. H. RUSSELL, O.B.E., I.M.S. (*Medical Assessor*).
Mr. S. LALL, I.C.S. / Mr. A. DIBDIN. } (*Joint Secretaries*).	

Mr. F. W. LEGGETT, Principal Assistant Secretary, General Department ; Mr. J. S. NICHOLSON, Assistant Secretary, Trade Boards Division, and Mr. S. R. TODD, Ministry of Labour.

L-947. *The Chairman* : You have been good enough to put before us a very interesting Memorandum giving us the history of the Trade Boards in Great Britain. I may take it from what you tell us that originally these Boards were brought into being in order to deal with what was described popularly as "sweating" ?—(*Mr. Leggett*) : Yes.

L-948. In the first place only three or four trades were included in the first Act of Parliament ?—Yes. Four were included in the Schedule to the first Act, and four were added by Provisional Order afterwards.

L-949. You have told us as to the constitution of the Boards which administer the Act. In the first place there are, as far as possible, representatives of the employers and of the workers nominated by such organizations as there are of those two parties within the trade ?—Yes. Perhaps I can explain that. In the first place, the first four trades which were included in the Schedule to the Act were very badly organized trades at that time, and the workers' representatives who were made members of the Board were mainly not members of organizations ; some of them were people who were interested in labour matters, and they were put on in order to enable the workers to be articulate—for example Mr. J. J. Mallon and Miss Susan Lawrence, who later became more closely associated with organizations, but at that time they were definitely put on in order to speak for the workers, who were not articulate at that time. As time progressed, and as organization throughout the industries gradually increased, a far greater proportion of representatives of organizations were included—and they were, of course, preferable.

L-950. One of the effects of the institution of Trade Boards has been to encourage organization on the workers' side in industries where there was little organization at the start ?—That is rather a difficult question. I think it operates in some industries in this way : the workers commenced by being badly organized because of their low conditions. As their conditions were raised by the operation of Trade Board rates, and as they got a better standing in society, many of them began to look around and to belong to organizations. But there is a doubt, as regards the operation of the Trade Boards Acts, whether they do or do not affect organization. There is a difference of opinion about it.

L-951. In addition to the members of the Boards who represent employers on the one side and the workers on the other, there are, are there not, three independent members nominated by the Government ?—Yes.

L-952. When these Boards are at work, is it the case that, in a good many instances, there is an agreement come to between the representatives of the employers and the representatives of the workers without the intervention of the appointed members ?—Yes. There are a good many cases of that. To some extent the presence of the appointed members helps in that direction, because, after a good deal of discussion, in which the appointed members take part with a view to elucidating the position and getting all the facts, both sides see which way the appointed members' minds are moving, and often, rather than have the intervention of a third party, they will come to a compromised agreement between themselves.

L-953. One has heard of a number of cases where, during the lunch interval, conversations have taken place and where the parties have come back to the Board saying that they have agreed ?—Yes. The discussions in the first place in which the appointed members take part have a great deal to do sometimes with that agreement being reached. The appointed members are able to get the case of each side clear ; they try to find out how far the two sides are in agreement ; they then turn their attention to the points of disagreement, and try to bring them together. As a result of all that, very often agreement is reached.

L-954. Should I be correct in suggesting that, to a large extent, the work of the Trade Boards has been to bring up the whole body of employers in a certain industry to the level already set by the best employers in the industry ?—That has been the case in some industries. In other industries the more favourably placed employers still pay rates above the Trade Board rates. I am referring now to the larger and more prosperous industries—for example, the chocolate trade, in which the big establishments pay higher than the Trade Board rate.

L-955. That is to say, the minimum fixed by the Board is not also a maximum ?—Not in that case.

L-956. One of the main results of the work of the Boards has been to bring the backward employers up to somewhere near the level of the more advanced employers in the trade, has it not ?—Yes, and I think it may be said, in addition, that they have caused a very large amount of uniformity of wages throughout the industries concerned. In many cases the Trade Board's rates are the standard rates as well.

L-957. In that way it has prevented undercutting by a small number of employers who, unless checked, would tend to reduce the level throughout the trade ?—Yes.

L-958. With regard to the economic position of the trades affected, do the Boards take into consideration the ability of the industry to pay a certain rate of wages ?—Certainly. The presence of an employers' side ensures that that is taken fully into consideration.

L-959. Are there any indications of any industry which has been put out of business by the operation of a Trade Board ?—No. There have been allegations in the past that Trade Boards' rates have had a bad effect on business, but that is highly controversial. Such investigations as have been made have not proved that to any great extent.

L-960. With regard to evasion of the rates laid down by the Trade Boards under the Act, how do cases of evasion come to your notice ?—We have a fairly large number of complaints from workers or their re-

presentatives. All those complaints are investigated as soon as the staff can find the time to do it. Then there is a definite programme of inspection which is carried out in order to cover the whole industry within a certain period. Mainly the complaints come directly to the Department or to the Inspectorate from representatives of workers.

L-961. From individual workers or from spokesmen of workers ?—They may come from either. A Trade Union may call our attention to the fact that some establishment or other is not paying the Trade Board rates.

L-962. What I want to get at is how far the effect of the Act depends on some kind of organization amongst the workers to bring to your notice cases of alleged evasion ?—It certainly is the case that the greater the extent to which the workers are organized, the more likely are their conditions, if the conditions are wrong, to be made known, because naturally individual workers are somewhat loath to complain for fear of losing their situations. That is guarded against to a great extent by the fact that if a complaint is made in a particular establishment in a district, other establishments in that district are also inspected in order to cover up the place from which the complaint came. With regard to your question, I think it would be true to say that we should expect a higher number of complaints according to the degree of organization of the workers, because there would be greater vigilance on their behalf.

L-963. I take it that the rates are posted up within the factory or workshop ?—Yes.

L-964. The workers can read the rates for themselves, and in that way have some check on the wages which are paid to them ?—Yes.

L-965. There would be a difficulty where workers were unable to read ?—Yes. That is a very rare case in this country, but even in that case other workers in the establishment would make it clear to the illiterate workers what they ought to be getting.

L-966. How far does a sort of public opinion within the industry operate against the employer here and there paying less, if he could, than the fixed rate. I mean amongst employers. Is there a general public opinion within the industry that when a rate has been fixed it is bad form to attempt to evade it ?—I am afraid that has not a very great influence on the position. I think the penalties under the Act have a greater effect than that. That sort of influence does not count with an employer who wishes to evade the rates.

L-967. Are the cases of evasion which you do have in the more scattered areas rather remote from the busy centres ?—I should say that they were fairly evenly distributed throughout the country. (*Mr. Nicholson*) : It might assist the Commission if I said that the ordinary method of discovering non-compliance with the requirements of the Acts is by what we know as routine inspection—a straight-forward inspection of all the employers in areas chosen from time to time.

L-968. In cases where an industry is widespread and not localized, there is a system of district Boards, is there not ?—(*Mr. Leggett*) : Certain Trade Boards have District Committees, where there are no District Committees rates are settled by the Trade Board alone. The rates may or may not be different in different districts.

L-969. Is it much more difficult to organize the work in a widely scattered industry than it is where an industry is localized, like, for instance, the jute industry in Dundee ?—It is more difficult from the point of view of the Department in covering the ground where an

industry is widely scattered. In the case of Dundee an officer stationed there could keep the industry well inspected.

L-970. *Miss Power* : The Chairman asked just now as to the extent to which the Boards took into consideration the capacity of the industry to pay. We notice that in the Agricultural Minimum Wage Act there is a definite wage fixing policy incorporated, but there is no such policy incorporated in the Trade Boards Acts. What has been the policy of the British Trade Boards in practice ?—Their policy has been to fix a minimum rate which any employer in the industry should be able to afford to pay and yet carry on quite successfully ; that is to say, their minds have been turned mainly to what is the highest minimum that the industry can pay ; but it is true to say that in later years one has heard a good deal of the cost-of-living side of the matter. Indeed some Trade Boards did fix cost-of-living scales to operate according to the cost of living which does indicate that cost of living did enter into their minds as well.

L-971. *Sir Victor Sassoon* : Do minimum wages vary with the cost of living ?—In some cases the Trade Boards fix a minimum rate to go up or down with the Ministry of Labour's cost-of-living Index.

L-972. *Miss Power* : Is it considered best to have a definite policy incorporated in the Act, as in the case of the Agricultural Minimum Wage Act, or not ?—That was considered in relation both to the 1909 Act and the 1918 Act, and it was decided not to incorporate the policy, the intention being in the Trade Boards Act, to supply a machine which would take the place, for unorganized industries, of trade unions and employers' organizations who engage in collective bargaining ; and it was understood that the same considerations would enter into the minds of the members of Trade Boards as would enter into the minds of employers' and workmen's organizations when they made agreements.

L-973. Your Memorandum does not give us any information on the preliminaries to the formation of a Board. Can you tell us what guiding principles actuate the decision to set up a Trade Board for a particular industry ?—Perhaps I can answer that best by dealing with the history. The first trades were placed under the Trade Boards Act as a result of public agitation and the publicity given to conditions in those trades. Then, as a result of the 1906 Wages Inquiry in which earnings of all the industries of the country were discovered, the figures for certain industries showed that the workers in those industries were very badly paid. When, after the passing of the Act of 1918, following the Report of the Whitley Committee, the Department expanded the Trade Boards' programme, the industries taken were those which were at the bottom of the 1906 Wages Report. Since that we have waited for a certain amount of agitation outside, and at the present moment the Minister is having regard to the opinion of Trade Unions with regard to the desirability of applying the Trade Boards Act.

L-974. Would the Minister decide to institute enquiry into a trade at the present moment apart from the requests of outside parties ?—The present moment happens to be a highly interesting one, because the whole policy of Trade Boards is under consideration in two or three places. For example, the Trade Union Congress General Council have a special Committee considering the general effects of the policy. At the moment we are taking action in the case of the catering trades, in connection with which there has been a good deal of public agitation, on the subject of the conditions operating in those trades.

L-975. What form does an Inquiry take when it is decided to consider the setting up of a Trade Board ?—It is done by a combination of interview and questionnaire. Either the questionnaire is sent to those engaged in the industry concerned, or investigators call to collect the questionnaire, see whether it is roughly right and ask questions on it.

L-976. What percentage of the industry is that enquiry made from ? —It has varied from 6 per cent. to 30 per cent. in actual experience.

L-977. According to the size of the industry ?—Yes. In a trade which is very widely scattered, with a very large number of establishments, the percentage of enquiry may be small having regard to the fact that the Trade Boards Act can be applied even though only a very small section of the trade has low conditions. That form of enquiry is quite sufficient. If we do find low conditions anywhere, even amongst a few people, the Acts can be applied. In fact it is true to say that there is hardly an industry in the country to which the Trade Boards Act could not be applied.

L-978. After you have made that enquiry, what steps do you take to evaluate the results of it ?—First of all the questions are directed to discovering the wages paid and the hours worked. Those results are tabulated in the Department, and then the results are examined to see whether there are, having regard to general conditions, conditions which require the application of the Acts.

L-979. Is the trade given an opportunity of expressing its views before the Board is set up ?—Yes. We get into communication with the organizations which exist in the trade from the earliest point. Even in connection with the questionnaire we endeavour to carry them with us in the investigation which is carried out. Before any steps are taken to form a Trade Board, the organizations and such other people who wish to come into consultation with the Department are always seen.

L-980. What is the minimum standard of organization which the Minister considers constitutes a case for setting up a Trade Board as opposed to an Industrial Council ?—There is no minimum standard. It may arise that an industry would be organized up to 75 per cent., and there might be in one part of the country a section of the industry in which the conditions might be scandalous. In those circumstances the Trade Boards Act could be applied. It cannot be said there is any proportion to which we have regard.

L-981. Do you ever take an industry out of the operation of the Trade Boards Act could be applied. It cannot be said there is any pro- Trade Board, and put it under an Industrial Council ?—No, that has never been done.

L-982. Do you ever set up a Trade Board without any preliminary enquiry, simply as a result of public pressure ?—The first Boards were set up without any preliminary official enquiry. With regard to some of the Boards set up from 1918 onwards, there was very little enquiry except from the point of view of discovering what was the proper definition of the scope of the trade ; but we had already, in the 1906 Report, facts which were not controverted by the people in the industries. We had no opposition, in fact, in most of these cases.

L-983. In your Memorandum you refer to an alteration in the past in the method of control of the inspectorate. It would be interesting if you would tell us where you consider it best that the control of the enforcing machinery should rest—with the Boards, or with the Department, or with the Government ?— On the whole the view always has been taken

that the control should be with the Department. There are one or two reasons for that—first of all, that the money being expended is State money, and that the control of it should be as close to Parliament as possible, and secondly, when there is a large number of Boards the use of the Inspectorate might be uneconomic if each of those Boards competed amongst themselves for the inspectors' time. Many of them are discontented now about the amount of inspection which is carried on in their own industry, and it would be more difficult if we had to supply enough inspectors to satisfy all the Trade Boards. In the course of the history of the Trade Boards Act there have been various experiments tried. In the first place there was one Chairman to all the Boards, who was paid by the Board of Trade, and under him personally—not as Chairman of the Trade Boards, but under him personally in a second capacity—was placed the charge of the Inspectorate. Later on the Secretary of the Trade Boards acting as an officer of the Ministry of Labour was placed in charge of the Inspectorate. Now the inspectors are all under the charge of the Ministry of Labour. Arrangements can be made, and are made, with Trade Boards with regard to any reasonable inspection which they wish to have carried out.

L-984. *The Chairman* : Are these inspectors doing any other work in the Ministry of Labour, or are they allotted solely to Trade Board work ?—They do nothing but Trade Board work.

L-985. *Miss Power* : You say that Trade Boards cover both sheltered and non-sheltered industries. In practice have different wage policies influenced the Boards covering sheltered industries from those covering non-sheltered industries ?—I do not think so. All that can be said on that point is that, as in the case of trades which are not covered by the Trade Boards Act, employers in industries where the conditions are easier, find it more convenient to give what the workers ask than employers in other industries which are competing under more difficult conditions ; but, looking at the Trade Board rates, it is very difficult to draw a line between sheltered and non-sheltered industries on the score of rates.

L-986. Is there any appreciable difference between the wage levels in the two types of Boards ?—With regard to women, it is rather curious that many of the Boards, with quite few exceptions, seem to have achieved as a minimum time rate for women, a rate which is fairly similar on all the Boards. It varies from 6½*d.* or 6¾*d.* to 7*d.* or 7¼*d.* Whatever the kind of industry in which a Trade Board is set up the minimum time rate for women is probably about the same. But some industries, according to their circumstances, have fixed in most cases a very highly complicated system of rates—many of them piece rates—which it is very difficult to compare. It may be said, however, that some of them, having regard to what used to be looked upon as a Trade Board standard, are fairly high. For instance, a piece-rate came before the Minister last week for confirmation which produced somewhere about 1|7*d.* an hour, which is higher than rates, even for skilled men, in industries like the ship building, engineering, wool and cotton.

L-987. Is there any feeling that minimum wage machinery is unsuited to any except a sheltered industry ?—No. That is often argued, but obviously it depends really upon the wisdom of the persons who compose the Trade Board. They are chosen from people engaged in the industry in order that they may have regard to the circumstances of the industry, and one must assume that they act wisely in those circumstances. In very few cases does the Minister find it necessary to refer rates back

to the Board for reconsideration. At the same time I ought to say that there is a controversy on this point ; and I am afraid I cannot say more about it. It is largely a matter of opinion.

L-988. You deal in your Memorandum with the composition of the Boards. What representation is given to the unorganized element among the workers and the employers as opposed to the organized element ?—We have a rule that, in so far as the section of the trade in the district for which we want representation can be so represented we try to appoint a member of an organization, because on the whole they are more articulate and are more confident in the expression of their views than a worker who is entirely without colleagues or in any organization. At the same time there are many cases in which, in order to find a worker who is engaged in the particular branch of work, or in the particular district, we have to get a man or woman who is not a member of an organization at all.

L-989. How do you select such a worker, or employer, where there is no organization ?—In the case of a worker we try to find a suitable establishment in the district, and we sometimes get the employer's permission to have a meeting of the workers at which the object of the Trade Boards is explained, and we try to get them to nominate one of their number to be a representative on the Board. Generally we can achieve that.

L-990. *Sir Alexander Murray* : If he is not a member of an organised body ?—Yes.

L-991. *Mr. Cliff* : Is that meeting conducted by the Trade Board inspector ?—Yes.

L-992. *Miss Power* : On the subject of the fixing of the rates, to what circumstances does the Minister pay regard in deciding to adopt or reject a rate suggested by a Trade Board ?—Sometimes when the Trade Board sends a rate forward for confirmation, objections are made directly to the Minister by persons in the industry. In that case steps are usually taken to hear them. If their case is sufficiently substantial—for example, if they suggest that as a result of the operation of the rate there will be a good deal of unemployment, the Minister may ask the Board to reconsider the rate.

L-993. Is it a rare occurrence for her to refer a rate back ?—Yes. We have a case before us now in which certain rates have been fixed, and the allegation has been made that a certain number of women will be thrown out of employment. That has not been sent directly to the Minister, but it was stated in the Objections. We have had some enquiry made into that, and there will be consultations with the Board, and the Minister will confirm those rates when she is satisfied that no real harm will be done by them. But normally, the Trade Board having considered all the objections and having come to a decision, it is quite a rare thing for the Minister to have any doubt about the matter at all.

L-994. Do you ever get a deadlock ?—There have been cases in which a very long time has been taken and in the grocery trade the rates were never confirmed and the Trade Board was afterwards brought to an end. That is the one classical case of a real deadlock.

L-995. Dealing with the powers of the wage-fixing bodies, we understand from the Ministry of Agriculture that in the case of the Agricultural Minimum Wage Act it is impossible to fix piece-rates owing to the nature of the occupation. What are the pre-requisite conditions in an industry to enable piece-rates to be applied ?—By that you mean general minimum piece-rates ?

L-996. Yes, general minimum piece-rates ?—It is necessary first that the work should be such as to lend itself to a piece-rate system of payment. Secondly, in order to have general minimum piece-rates it is necessary that there should be similar work and similar processes carried on in a large number of establishments throughout the industry. In a case like farming there is very little work, except perhaps the hoeing of turnips and that sort of thing which lends itself to piece-work ; but in many industries there is a good deal of repetition work, work which is normally paid by the piece and for which general minimum piece-rates can be fixed.

L-997. When the inspectors want to discover whether the piece-rate fixed will yield the agreed minimum rate to workers of ordinary capacity, how do they arrive at what constitutes a worker of ordinary capacity ?—In the first place, on going to the establishment, they try to eliminate, perhaps by discussion with the employer or by their own observation, those workers who are definitely subordinary. Then they find out the earnings of some of the others and take the lowest. If the lowest of the workers whom they regard as not subordinary are below the rate, then the assumption is that the piece-rate is not high enough.

L-998. Does that system present any difficulties in practice ?—I do not think so. The inspectors have become very highly skilled in this matter, and I gather that in practice they do not encounter any great amount of difficulty. They manage it quite successfully.

L-999. You say that a Trade Board may set up District Trade Committees. What circumstances weigh with a Board as to whether it shall or shall not set up District Trade Committees ?—That again varies. It might be put, what circumstances should weigh with the Board ? The tendency on the part of most Boards is to keep the settlement of conditions within their own hands. While some of them have set up District Trade Committees, they have still kept rates uniform. There may be quite good reason for that, because if an industry, although having establishments in various parts of the country, can serve the same markets, there is a reason for having fairly similar rates throughout that industry ; and the tendency on the part of the Board in that case would be not to have District Trade Committees. In other cases, where local circumstances do play a great part, they might probably have District Trade Committees, but they would not necessarily have different rates.

L-1000. In your Memorandum you deal with the question of inspection. Can you tell us whether it is necessary to have annual inspection of every establishment under a Trade Board ?—There again is a difference of view. Quite recently there was a question asked in the House suggesting that we should have annual inspection. But obviously if there are 110,000 establishments throughout the country you would want a very large staff indeed to inspect each establishment each year. It would be very expensive. The programme is planned in such a way as to allow the inspection of every establishment within four or five years. With regard to that, we think we ought to be able to assume that a large number of people, especially as years go on, having been given certain statutory rights, should be able to take some steps themselves in order to secure those rights. Therefore we have not based the number of inspectors on 100 per cent. inspection every year.

L-1001. What is the approximate percentage ?—It varies. Last year it was nearly 20 per cent.

L-1002. Do you regard that as satisfactory ?—We have to regard it

as satisfactory at the present time, because there are other considerations to be taken into account. There is a definite limit to the amount of money which we are allowed to spend on inspection. We hope, in fact (as has happened) that the Trade Unions will be able to take more action even than they do now in securing the payment of the Trade Board rates. I think, as a matter of principle, that it is not wrong for something still to be left for the workers to do in their own interests. We have always taken the view that we should not regard the workers as little children—especially in this country.

L-1003. *Mr. Cliff*: If the inspection of establishments is nearly 20 per cent., what would be the number of evasions reported ?—The number of evasions are very small. Some figures are given in the Memorandum. There is a good deal of evasion as regards posting of notices, and there is a good deal of difficulty with regard to the keeping of records ; but the extent to which the rate is not paid is very small, which is rather satisfactory.

L-1004. *Miss Power*: To what extent is it necessary to take criminal proceedings ?—Proceedings are taken mainly as a warning to others. I am afraid I am not able to give any percentage with regard to proceedings, but now and again, in one industry or another, where we feel that more than the normal amount of evasions is going on, we may have three or four prosecutions in that industry in order to bring the fact to light that Trade Board rates are in operation. A very large proportion of cases is settled by the payment of arrears. There are quite reasonable grounds for taking that course. On the other hand, it is necessary not to let employers feel that they can go on paying less than the rate and that when they are caught they will merely have to pay the arrears. It is necessary to make them feel that there is something more than that as a penalty.

L-1005. What is the attitude of the magistrates. Is it friendly or hostile to the Act ?—Very friendly.

L-1006. Is there any difficulty in collecting and distributing arrears of wages due to workers who have been underpaid ?—No great difficulty has been found.

L-1007. Do you require any special qualifications for minimum wage inspectors ?—We have taken the view, and it has been proved by experience to be correct, that the higher the general intellectual ability of the inspectors, the more successful they are. In discovering the rates in some of the industries, there are serious difficulties to be encountered, and we do have to have fairly well selected persons for the work. Many of them are found within the staff of the Ministry of Labour, but we do have to have serious regard to their general qualifications.

L-1008. How do you discover the names of employers who are covered by a wage rate ? Do you have compulsory registration ?—No. We take the Home Office lists—the factory lists, and we examine the directories. We take every opportunity of adding to the names on our list, and in such places as the East End of London, where new places are continually being started, it is very difficult to keep the list complete.

L-1009. In your Memorandum you deal with the economic effects of minimum wage legislation. Are there any indications that Trade Board rates have led to the discharge of workers, either adults or juveniles, to any extent ?—That again is a point which is not entirely

free from controversy, but generally it may be assumed that, especially in the earlier days when the rates were increased, and increased fairly rapidly, employers will take steps to see that they have the most efficient workers in return for their money. In the earlier days there was a replacement of workers, but at the present time we very much doubt whether there is much ground for the suggestion that workers are discharged, because of the operation of Trade Board rates. The charge has been made particularly in respect of juveniles being dismissed when they reach the adult rate. That again is a general charge, which is made also in outside industries—that the rates for the earlier years are too high so that employers dismiss a juvenile of seventeen or eighteen and take on a still younger juvenile. I think it is true to say that no special complaint can be made in that respect as regards Trade Boards apart from industry in general.

L-1010. Is there any deduction to be drawn from the fact that the percentage of unemployment in Trade Board industries is lower than in industry in general ?—I think nothing can be deduced from that, except the fact that the circumstances of those industries have been such as to produce that kind of result. It is rather due to the circumstances of the industries than to the operation of the particular wage fixing machinery.

L-1011. There is no fair deduction to be drawn from it ?—I do not think so.

L-1012. Is there any indication, in trades covered by Trade Boards, of a desire to do away with the Trade Board system ?—No,—on the contrary. The employers who are at present covered by Trade Boards have shown no great desire to be relieved from the operation of the Act. Individuals have.

L-1013. Is there a desire to extend it ?—It varies. We know of two industries at the moment in which both sides would like to have a Trade Board, but that is because the organization on the employers' side is so unsatisfactory as to allow the unorganized employers to menace the position of organized employers. It does not follow that the circumstances exist for the application of the Trade Boards Act, because it still may not be the case that the conditions of the workers, even in the non-federated established are low enough to justify the application of the Trade Boards Act.

L-1014. *Sir Alexander Murray* : Very few Trade Boards have been started since 1921. Ten years have gone by without any addition ?—Yes. There have only been two small ones in that time.

L-1015. *Miss Power* : Can you tell us whether the existence of the Trade Boards has weakened the strength of the strike weapon ?—That again I am afraid is a matter about which there can be a good deal of discussion. There is one general point—that while the Trade Boards protect wages and to some extent the hours of workers, they do nothing to protect the workers in many other circumstances which give rise to disputes. For example, one of the bases of organizations in this country has been the treatment of workers within their establishments by foremen and employers, such as unfair dismissal, and so on, which has led them to join together to resist what they regard as injustices. The Trade Board does not protect them at all in that way. It protects merely their wages and conditions. It is true to say that where workers are not organized the operation of the Trade Boards Acts does not do anything to stimulate

them to take action on any other ground ; whereas if they were members of unions they might take action.

L-1016. Is it true to say that there have been singularly few strikes in industries covered by Trade Boards ?—Yes. That may be due to the general satisfaction of the workers with their main conditions and the existence of a considerable proportion of workers who are not organized.

L-1017. *Mr. Joshi* : It is stated in your Memorandum, " The condition set out in the Act of 1909 was that the Board of Trade should be satisfied that the rate of wages prevailing in any branch of the trade was ' exceptionally low as compared with that in other employments ' ''. Will you explain what you mean by " other employments " ?—Which kind of other employments ? Taking the conditions before the War, in industry generally in this country before the War, there was roughly a rate for an unskilled workers, whatever the industry, of somewhere about six pence an hour. There was also a rate for a skilled worker which was something under a shilling. If the rates in a particular industry were a long way below that amount (for example, in the tailoring industry it was two pence per hour at that time), then it was considered expedient to apply the Trade Boards Acts. In the tailoring trades, there was a very considerable difference between the rates paid in these industries, and the rates which were generally paid to workers in other industries.

L-1018. Would you include agriculture in those other industries ?—No, I think not, for the purposes of comparison.

L-1019. Is it the experience of this country with regard to these Trade Boards that any industry has suffered financially on account of the existence of these Acts ?—We have had no proof of that.

L-1020. Have you received any complaints of that ?—Some complaints have been made, and when the matter was examined by a Committee of which Lord Cave was the Chairman, they said there were certain cases in which there seemed to be ground for complaint, but generally they did not find the case proved.

L-1021. You have stated that the workers in this country being literate can read the rates, and that that leads to the success of the Trade Boards ?—That is so.

L-1022. Have you any experience which suggests that in a country where there is illiteracy, Trade Boards will not succeed ?—I should think it very doubtful whether the Trade Boards Acts would be suitable in a country of that description. I imagine it would follow that organization of the workers would be practically non-existent, and further that you would not be able to find workers who could sit on a Trade Board and take part in the settlement of rates.

L-1023. Do you suggest that, for the establishment of a Trade Board, the industry must be organized ? I understood you to say that Trade Boards were more suitable for unorganized industries ?—What I intended to say was, that the representatives who are going to act on behalf of the individuals should have such an equipment—at any rate, literacy—that they are able to take their part in the fixing of the minimum rate.

L-1024. May I take it that what you want is that the representatives on the Trade Boards should be literate ?—I think it is necessary in order that they may consider all the representations and matters placed before them.

L-1025. You do not think all workers need necessarily be literate. What you really require for the success of Trade Boards is a small

number of literate people who would be representatives on the Trade Board ?—Yes. It seems to me in circumstances of that kind that it would have been necessary in this country to have had something more equivalent to the Wage Commissions which have been set up in certain countries abroad. That is where you choose two or three people who investigate the circumstances of the particular industry and who then themselves fix a minimum rate. That, it seems to me, would be more suited to the circumstances of the kind you mention than a Trade Board.

L-1026. *Sir Alexander Murray* : That is to say you would suggest a Trade Commission instead of a Trade Board ?—A sort of minimum Wage Commission.

L-1027. In what countries are they in force ?—Before they were declared unconstitutional there were Commissions in the United States in certain of the States there, and in certain Provinces of Canada they have something of the sort. In South Africa there is a good working example.

L-1028. *Mr. Joshi* : Who would form such a Commission ?—The Government.

L-1029. What sort of people would constitute it ?—Normally it is the Government, or a Department of the Government which constitutes a Commission of that kind. It would, of course, be possible, in constituting it, to have regard to the views of representatives of either side ; but the difficulty it meets is that it avoids having to select a number of representatives to serve on a body such as a Trade Board where they do have a good deal of documentary evidence. For example, some Trade Boards may have as many as 200 or 300 pages of objections to read and to examine. Obviously it requires a certain amount of education and ability to be able to consider those objections and to pronounce upon them.

L-1030. *Mr. Cliff* : Do you publish your notices in Hebrew ?—No.

L-1031. Are they all published in English ?—Yes, and I think they are quite well understood.

L-1032. But there are a good many people employed in the tailoring trade who cannot read English ?—Yes, but I think it is very rare to find one of those people who does not know his rights, even though he may not exercise them. (*Mr. Nicholson*) : There have been notices published in Yiddish and in Welsh, but they were not welcomed and did not seem necessary, and we dropped them.

L-1033. I was wondering if a person who can work for wages and draw wages, and who can buy in the markets, would be sufficiently literate to be able to work under a Trade Board ?—(*Mr. Leggett*) : I do not think it would follow. I can imagine circumstances in which it would be very difficult to find representatives to represent the workers on the workers' side of a Trade Board who would have sufficient confidence to do so unless they were equipped with a fair amount of education and knowledge. I can take this country as an example. There is no doubt that, although we have, in order to represent all sections in industry, to put individual workers on Trade Boards, members of Trade Unions, not necessarily officials, are better equipped to take part in the discussions than the ordinary single worker who is without associates.

L-1034. That is a matter of intellectual ability. I was thinking more about rates. Take the question of rates, where people can work for wages and who have to draw them at certain rates. If they can work

under those conditions, is the publication of rates any bar to them working under Trade Board rates ?—The publication of rates ?

L-1035. Dealing with an illiterate population that cannot read. They can work for wages, and they can buy in the market ?—Special steps would have to be taken to let them know what they should be receiving.

L-1036. What I was wondering on that point was this. Take home workers. Go back to 1906 and 1909 where there was no degree of Trade Union organization and a very large number of home workers. How did you acquaint those home workers with the rate to which they were entitled ?—Usually their first acquaintance with the rates was the visit of an inspector. It is necessary also to say that the operation of the Trade Board rates in those industries tended largely to destroy the home work ; that is to say, very soon after the Trade Board rates came into operation the home work was transferred to the factories. It was no longer so profitable to employ people at home under those conditions, when the Trade Board had begun to fix proper rates for the work.

L-1037. *Mr. Joshi* : You stated in reply to the Chairman that there is some public opinion in the industry in favour of the minimum rate being fixed ?—Yes, there is a considerable opinion within each of the industries in favour of minimum rates.

L-1038. Do you mean the opinion of the employers or of the workers ?—Of both, for two different reasons. The employers, especially organized employers, are particularly anxious that some rate shall be fixed which will prevent their competitors from undercutting them to too great an extent. The workers, on the other hand, wish to have a minimum for the raising of their conditions.

L-1039. Have there been instances where the employers have applied to the Government for fixing minimum rates ?—We have not had cases in which the employers have applied, but we have cases now before us in which employers associations have joined with the Trade Unions in asking for the application of the Acts.

L-1040. But before this time had the employers made no application for minimum rates ?—Their application has taken another form ; that is, they have wanted to have the compulsory extension of their agreements, which is something more than the operation of minimum rates. There has been a considerable agitation in this country among organized employers, now that organization has become less owing to the depressed conditions, to have some form of legislation which will compel the unorganized employers to pay the rates which they have to pay.

L-1041. That has happened where agreements already exist ?—Yes.

L-1042. What do you mean by " organized industry " ?—Take the boot and shoe industry. I suppose that 90 per cent. of the workers in that industry are organized in a Trade Union. In some other industries there may be only 30 or 40 per cent. organized. The effect of that amount of organization might largely determine the conditions in that particular industry. The effect of an organization is far greater than the proportion of the workers organized.

L-1043. May I take it therefore, that when we talk of an industry being organized for the purpose of the Trade Boards Act, it is really the workers' organization which is understood ?—Yes. We have regard mainly to the extent to which the workers are organized.

L-1044. *Sir Alexander Murray* : It does not include the fact that the employers are organized ?—No. We could apply the Acts if the workers were not organized even if the employers were fully organized.

L-1045. What do you mean by " organized "—that there are Trade Unions or not ?—That they are not members of some collective organization, which would be a Trade Union, of course. If there is an organization of which the workers are members for the purpose of regulating their conditions, and those organizations make agreements which are carried out, we regard that industry as organized, and effectively organized.

L-1046. You are now discussing a point which affects us a good deal in India. At home here you had the great bulk of industry organized before you introduced these Trade Boards, and it was only for the small proportion of unorganized industries that you introduced them. It is the very reverse with us in India. We have got practically no organized industry in the sense you are describing now.

Mr. Cliff : Is that the evidence ?

Sir Alexander Murray : Yes, we have practically no organized industry in the sense you speak of. We are exactly the reverse of what you are. In these circumstances, would you think it would be right to start in the same way there as you started Trade Boards at home. You had organized industry at home and very few unorganized industries when you started on this line. We are the reverse in India. Practically all industry is unorganized there. What would you do in a case like that ?—It was with that in mind that I said a short time ago that I felt that the Trade Boards Acts were probably not quite the proper machinery with which to start. But, on our own position, I think it is necessary to remember that when in 1909 we came to consider some form of fixing a minimum rate we had behind us a long history not only of organization, but of discontent among the industries and public opinion had been aroused with regard to conditions in some industries which were not organized. We had worked up from the Conciliation Act of 1896, in which the Board of Trade was given power to intervene in disputes which arose. We had had that experience behind us, so that the Trade Boards followed as a sort of compulsory Conciliation Board. We had in the country examples of voluntary Conciliation Boards. We really added compulsion to a system which was partly in operation already, which made it possible for those who were unorganized to participate in the same kind of machinery as the organized people. In a country which has not had a history of that kind, or which has not been brought up to that point, the position would obviously be more difficult. That was the case in those countries which have adopted Minimum Wage Commissions. In those cases you have many different nationalities, and a comparatively illiterate population.

L-1047. *Sir Alexander Murray* : There is a tea-planting industry in India. How would you start to arrive at whether the wages in that industry were low or adequate ?

The Chairman : Is that a question to put to a witness ? Is not that a matter on which we must make up our minds ?

Sir Alexander Murray : The witness said to Mr. Joshi that he would not look upon agriculture as an industry. It is the main industry in India.

The Chairman (to the witness) : Have you any experience of India ?—No. My answer has been misunderstood. When Mr. Joshi asked me that question we were talking of what we took into account when we were comparing the rates in the trade to which we proposed to apply the Trade Boards Act and general rates applicable in the country, and

I was saying that we had regard only to manufacturing industries, and that it was not necessary to take agriculture into account.

L-1048. *Sir Alexander Murray* : That is a different thing. As I understand it, there is only 7 per cent. of the occupied population in this country engaged in agriculture, but in India 70 per cent. of the people are engaged in agriculture. In fixing wages do you take into account rents of houses ?—No. The Boards have given their attention only to the rate of wages which shall be paid by the employers to an employee for particular work. The Trade Boards Acts do not allow the employer to pay part of that rate in kind.

L-1049. You said that so far as you were aware there was very little dismissal of workers when they reached 18 or 21 of age. On the other hand, in Dundee I find it is quite a common practice to employ people in the jute industry while they are under these ages and immediately they become adults their services are dispensed with and other juveniles are employed instead ?—We have no evidence that that kind of action is taken more in industries covered by Trade Boards than in other industries. That is a general cause of complaint even in connection with ordinary collective agreements. We have not much evidence that it is well founded.

L-1050. In practice Trade Boards at home really leave the fixing of the wages to the representatives on both sides, with the Chairman presiding. There are two sides to the Board, with a chairman, and they arrive at what is a fair rate. Is that the common practice ?—The usual practice in organized industries, ordinary collective bargaining, is that the Trade Union and the employers' organization reach agreement. If they do not it is quite a common thing for them to ask an independent person to come in, or for there to be some intervention of some kind by which an independent person does come in as conciliator and who re-opens the discussion between them and tries to get agreement. A Trade Board merely applies that principle from the commencement of the proceedings, and the general object of the appointed members is not to assert their opinion at all, but merely to act as the conciliating medium. But if necessary, seeing that the Trade Board must fix a rate, the appointed members may have to come in and vote in order that the rate may be fixed.

L-1051. A question was asked about the effect of Trade Boards, and you indicated that the average wage for women was round about 6*d.* or 7*d.* According to the table you give in Appendix IX, evidently the wages of female workers may vary from 5*d.* to 10*d.* ?—Yes, but a large proportion of them are round about 6*d.* to 7*d.*

L-1052. One would have thought that if 10*d.* in the boot and shoe repairing trade is considered a fair wage for a woman, 5*d.* in the chain-making trade ought not to be considered a fair wage. How do you decide ? Do you still leave it to the people themselves to decide ?—Yes. Chain-making is an entirely different industry from boot repairing, and we assume in fixing that rate that the Trade Board have had regard to the circumstances which they have to meet—for instance, that if they fix more the industry will not be able to be carried on.

L-1053. I see it is the same thing with the male workers. The wages vary from 9*d.* to 1|2*d.* It is what the industry can bear more than what the standard of living is ?—Quite. The standard which the industry can bear is bound to be the dominating factor in the Trade Boards' mind.

The employers will do their best to prevent a rate being paid which would be higher than they could afford to pay. If a Trade Board did fix rates which were higher than could be afforded, we should obviously have quite serious results in the trades themselves. All we can say is that in spite of all the allegations made, we have not found the amount of trouble in the industries which has been suggested.

L-1054. *Sir Victor Sassoon* : I am not quite clear as to the basic function of these Trade Boards. Is the basic function of a Trade Board to try to get as large a wage as the industry can bear where that industry does not happen to be organized ?—Its object should be to fix the highest minimum rate which any employer in the trade, reasonably efficient, should be expected to pay. That is not necessarily the highest rate that the trade can bear.

L-1055. These Boards are really to protect the good employer by taking care that the bad employer should not give an undue low rate of wage in that industry ?—That is one of its effects. It was not its object.

L-1056. Is one of its intentions not to dictate to the industry what it should pay, but merely to say that the average rate for a good employer is a certain figure and to make sure that nobody will give less than that ?—It is not quite that. The single intention of the Act was to protect the workers in the industry from being exploited by any employer.

L-1057. That was the original intention—to deal with sweated trades. Have you developed the second policy ?—In some of the trades the Trade Board has proceeded to fix rates for every kind of worker in the industry ; in fact, the Trade Board rates have become the standard rates in the industry.

L-1058. You see my point. Are you trying to say that they are there to protect those workers who are paid much too low wages, then you can surely only consider those trades, or industries, where the wages are unduly low ?—Yes.

L-1059. On the other hand, are you going to say " We are going further than that and make sure that in any industry the wages paid shall be more or less than those which are paid by the good employer who should not suffer at the hands of the bad employer " ?—We have not gone that far yet.

L-1060. In practice you are rather working that way, otherwise are you not going to find it difficult to justify the higher rates which you put down in one industry over another industry ?—In certain industries I agree that the Trade Boards have become practically the sole regulating machinery for those industries.

L-1061. Where you have a country like India, where 70 per cent. of the workers are employed in agriculture, if you were merely going to take up the original line that you were dealing with sweated industries in which the workers were being paid too low a rate, you would have it brought up against you, " Why are you interfering in trades where the existing rates are much higher ? "—You must have the same thing brought up against you here. Why do you interfere in a trade where the rates are fairly high ?—Because when the Trade Board Acts were applied to those trades at that time the rates for some of the workers were very much below those rates.

L-1062. Is there no trade in which you are not interfering, but where there is organized labour, where the rates are lower than where the Trade Boards are operating ?—I think so, yes. Some of the rates

fixed by Trade Boards for certain classes of work are higher than the rates which have been fixed for skilled workers by collective agreement in highly organized industries.

L-1063. Does not it seem rather difficult to justify the existence of Trade Boards if they were only to bring up the rate of wages of underpaid workers ?—At the time at which these Trade Boards were established there were in those industries a considerable number of workers who were being sweated.

L-1064. They were being paid at rates lower than the rates prevailing in the organized trades ?—Yes.

L-1065. You have brought them up above the rate which is paid in trades where there is organization ?—That has happened in some cases. If you take the rates for some of the workers for instance, those in the brush and broom trade—you will find that they are higher than the rates of a large proportion of skilled men in the engineering and shipbuilding trades.

L-1066. This has happened without any really defined policy at all ?—Quite, because the Trade Boards were compelled to fix certain rates, such as a general minimum time rate. They have the right to fix other rates if they so desire. The Committee presided over by Lord Cave rather suggested that they should not be allowed to fix, except by agreement, rates which were higher than the lower minima ; if they wished to fix higher rates it should be done by agreement and should not be enforcible by the Government.

L-1067. Surely by enforcing higher rates you justify the Cave Committee's statement, that the operations of the Boards have contributed to the prevailing industrial depression ?—It still remains the fact that the great bulk of workers receive the minimum. The higher rates usually apply only to a small proportion of the workers in an industry.

L-1068. But they are enforcible by law ?—Certainly. I agree to that extent. The Trade Boards have really gone beyond the original intention ; that is to say, they are protecting a class or worker which might very well be expected to protect himslf.

L-1069. They are protecting a class of worker which it was not their intention originally to protect—I think that is true, but it is also true that the Trade Boards Acts are still properly applicable to that trade because there are a large class of workers whose conditions would be in danger if those rates were not in operation.

L-1070. Surely they could put a minimum rate for that trade without discussing what the higher rates should be for other parts of that trade, or for other operations of that trade ?—They could. There is considerable argument about that. It is possible however to sweat a skilled man by paying him an unskilled rate.

L-1071. You mean that if you put a minimum wage they would pay the same rate to the skilled man and the unskilled man ?—That would be possible.

L-1072. But surely your skilled man is generally the man who becomes organized, and therefore he can look after himself ?—Yes. There is something which happened here after the War which has to be taken into account. The Committee over which the Chairman presided, proposed that it was desirable that for unorganized industries, as well as for organized industries, there should be some joint body which would have an interest in much more than the fixing of wages. We made some

approach to that in the 1918 Trade Boards Act by allowing Trade Boards to make representations to Gvernment Departments and by regarding them as the consultative bodies for their industries. That being so there did creep into the atmosphere the suggestion that the Trade Board took the place of the ordinary negotiating arrangement in organized industries for the purpose of regulating conditions. To that extent there is no doubt that the Trade Boards still more departed from the intention of the original Act, which was to protect the weaker members in particular industries.

L-1073. How would you protect yourself from the demand that the Trade Boards should interefere in industries which are at the moment governed by negotiations between organized labour where the existing rates are lower than similar rates laid down by the Trade Boards ?—Those conditions move up and down according to the circumstances of the industry. There may yet be a time when the rates in those industries will be higher.

L-1074. How can you protect yourself from that demand ?—Why should not Trade Boards lay down the rates of wages for those other industries ?—It would be possible for us at the present time.

L-1075. You have a policy not to interfere where there are collective agreements, is that right ?—If the organizations are generally effective in the industry, we could not interfere.

L-1076. Why not ?—Because the Act requires a double condition : (*a*) that the machinery is not effective throughout the industry, and (*b*) having regard to the rates of wages prevailing ; that is to say, if there is effective machinery operating throughout the industry we cannot apply the Acts although the conditions are bad.

L-1077. *The Chairman* : Would it be correct to say that in the cases where these specialy high rates have been fixed by Trade Boards, those rates have been fixed by agreement between the employers' and workers' representatives, but not dictated by the independent members serving on those Boards ?—It would not always be the case that the matter had not been decided by the vote of the appointed members. In some cases it has been..

L-1078. *Sir Ibrahim Rahimtoola* : You say " A Trade Board must fix a minimum rate or minimum rates of wages for time-work. Where no other rate has been fixed piece-workers must be paid at rates sufficient to yield, in the circumstances of the case, to an ordinary worker at least as much money as the minimum time-rate " ?—In regard to piece-workers, do not wages generally depend upon the amount of work which a worker truns out ?—Yes.

L-1079. Supposing you fix a minimum rate below which his wages cannot fall, and the worker does not produce sufficient to justify that payment, is the employer still to pay him that wage ?—A worker of that kind would not be an ordinary worker. The piece-rate must be fixed in such a way as to enable the ordinary worker to obtain the rate. If another worker works below normal, then he would not receive the rate, and there would be no compulsion on the employer to pay him the rate.

L-1080. How do you regulate that ? Supposing an employer employs a large number of men in his industry on piece-work, and 10 or 20 per cent. of those workers do not work with ordinary energy to produce sufficient work to justify the payment of the minimum wage by the employer : what is the employer to do ? Has he still to pay to

those 20 per cent. of workers the minimum wage, or is he entitled to pay below the minimum wage ?—If normally they could make six-pieces in an hour and the time-rate is one shilling, the piece-rate is then two pence ; every worker must get at least two pence per piece. If a worker chooses to make only four pieces an hour he gets eight pence, and there is no compulsion upon the employer to pay the man a shilling for those four pieces, as the man has only earned eight pence.

L-1081. Then what does this mean : " Where no other rate has been fixed piece-workers must be paid at rates sufficient to yield, in the circumstances of the case, to an ordinary worker at least as much money as the minimum time-rate." In the illustration you give, supposing the minimum wage rate for an ordinary worker is one shilling, would not the worker who only produced four pieces still have to be paid one shilling, because that is the minimum wage ?—No, the shilling is a time-rate. If the worker is not on piece-work, the employer must pay him a shilling for every hour he is working, irrespective of what he does. The Trade Board could proceed, if it liked, to fix a piece-rate also to be applicable to piece-work ; but if the Trade Board does not fix a piece-rate, but merely leaves it at a shilling an hour time-rate, and the employer employs workers on piece-work, then the employer must pay to the ordinary worker a sufficient piece-rate to produce a shilling an hour. In the example I gave, the shilling an hour has been fixed for time workers, but for piece-work the corresponding rate would be two pence. If a worker does not make six pieces in the example I gave he only gets paid for the number he makes, and that is quite all right, because the piece-rate itself is right, as it produces a shilling an hour to an ordinary worker. It is the piece-rate which must be right, and not what the worker earns.

L-1082. Then it means that, although the minimum wages rate fixed is a shilling, the employer is not bound to pay the minimum wage, but may pay only eightpence because that is the ratio of production ?—The corresponding piece-rate of a shilling an hour time rate is two pence per piece. If six pieces can be made in an hour, twopence is equivalent to a shilling an hour. The worker can earn that, if he pleases, by making six pieces.

L-1083. *Sir Ibrahim Rahimtoola* : I want to know the meaning of " at least such minimum time-rate ". The time-rate is a shilling. The employer must pay the minimum of one shilling whatever the amount of work the workman produces.

The Chairman : " Sufficient to yield ".

Mr. Sastri : The emphasis is laid on the twopence, and not on the shilling.

Sir Ibrahim Rahimtoola : In these conditions the amount of payment would depend upon the actual work which the man puts in having regard to the average that can be produced with ordinary efficiency ?—Yes.

L-1084. If the man produces less he gets less wages, although those less wages may be lower than the minimum time-rate ?—Yes, but they are equivalent to the time-rate, because the piece rate is based on that rate.

L-1085. You say, " It is true that, in a period during which industrial conditions fluctuate rapidly there are complaints that the rates may not, under the statutory procedure, be varied quickly enough, and when the great depression of trade began in 1920 complaints by employers

against the operation of the rates were general though by no means universal ". What happens in those conditions ? Does the employer continue to pay on the basis previously fixed until such time as the fresh Inquiry is held and the minimum rates are lowered ?—Yes, he must continue to pay until the Trade Board has changed the rate and new rates have been put into operation by the Minister. The minimum period for that is about three months.

L-1086. *Sir Victor Sassoon* : What is the procedure for altering those rates ?—The Trade Board considers a new rate and decides upon a proposal, which they send out to every employer in the trade.

L-1087. What starts it ?—The Trade Board itself. It may be that the employers' side ask for a reduction, or the workers' side ask for an increase.

L-1088. *Sir Ibrahim Rahimtoola* : The work is done by the Trade Boards within a period of three months ?—Yes. The order would be made within that period. Two months are allowed for employers to consider the proposal of the Trade Board, and to lodge objections. Then the Trade Board considers those objections and may determine to adhere to its previous decision. Then it sends that decision to the Minister to be confirmed and made obligatory.

L-1089. I was dealing only with those cases in which the Trade Board, in consequence of trade depression or other causes, decides to lower the wage ?—It would take probably three months.

L-1090. At the date it comes into operation the workers accept the reduced wages which are so decided ?—Yes. New rates are fixed, and they come into operation. Then the employer is not under an obligation to pay more than that. Where the workers for other reasons continue to get higher rates, that is another matter.

L-1091. There is no obligation on the employer to pay more than the reduced wages so determined ?—Quite so.

L-1092. What has been experience in practice ? Have the workers readily responded to a decrease in their wages, or has there been any trouble in enforcing the rates of pay which have been reduced on those principles ?—There has not been any trouble when the wages have been reduced.

L-1093. The workers have willingly accepted it ?—I would not say willingly, but they have accepted it without causing any trouble.

L-1094. *Diwan Chaman Lall* : Is that due to the fact that there has been previous consultation ?—Yes. There is a long discussion on the Board itself, any very often the workers' side have the final satisfaction of voting against a deduction.

L-1095. Would you have had trouble if the employers had said, " We will reduce the wages ", without consulting the workers ?—They cannot do that. There must be this discussion on the Trade Board. There must be two months for objections. Objections could come from the workers' side that the rates were being reduced too low.

L-1096. *Sir Ibrahim Rahimtoola* : When there has been a statutory reduction, after enquiry, have the workers accepted it, or have they gone on strike against it ?—We have never had a case of a strike against it.

L-1097. In reply to one question you said, if I correctly understood you, that " The minimum wage rises or falls according to cost of living." —That was in certain cases. The Trade Boards, in order to provide for the rapid changes which were taking place from 1920 onwards, when the cost of living was fluctuating a good deal and likely to come down, and

in order to avoid constant meetings, fixed a rate which should change according to the cost of living. In that they followed many industries not covered by Trade Boards.

L-1098. In those cases no special machinery is required ? The rise and fall is automatic ?—Yes. Most of those have been brought to an end now. (*Mr. Nicholson*) : That is an expedient to keep real wages steady, and it is quite distinct from an alteration in the level of wages.

L-1099. What I was trying to find out was the procedure which obtains in this country. The workers being organized and the employers also being organized, it is easy to regulate minimum wages both in the event of a rise and in the event of a fall ?—(*Mr. Leggett*) : Yes. The machinery is there.

L-1100. There is on trouble, as in India, where immediately, whatever the cause, an employer reduces wages a little, there is a strike ?—There are plenty of cases here. We have just had a strike in the woollen industry—an organized industry—in which there has been thirteen weeks stoppage. It all depends upon circumstances.

L-1101. The minimum wages operating must have a pronounced effect on the cost of production in industry ? Is not that so ?—When the Trade Board fixes a rate which the industry should be expected to pay : if carried on efficiently, it must have regard to the possibility of receiving a price for the goods sufficient to cover those labour costs. It is true to say that the operation of the Trade Boards in certain industries has undoubtedly led to an increase of efficiency in those industries. In the tailoring industry, the re-equipment of the factories, the improvement of machinery, and the improvement of methods, have been partly brought about by the compulsion on the employers to pay higher rates.

L-1102. *Sir Victor Sassoon* : Would that mean employing a lower number of operatives ?—Not necessarily. It has shown itself in a greatly increased standard of clothing of the population and reduced prices. At this moment the cheapest suits are those which are supplied from these very factories.

L-1103. *The Chirman* : Have you any figures as to labour costs per unit in any industry ?—I am afraid we have not. We only know what has gone on in some of these industries. The tailoring industry is particularly interesting, because it commenced from such a low level. The wage was pushed up very slowly at first only by a farthing an hour. The trade was given a chance to accommodate itself to the new conditions. It is undoubtedly a different industry now from what it was when labour could be obtained at any price which the employer cared to pay.

L-1104. *Sir Victor Sassoon* : My question really was whether, although the cost of production was low, the employer employed a smaller number of operatives : whether there was any displacement of labour due to the re-equipping of the factories ?—I should say that the number of operatives employed in tailoring at the present time exceeds the number employed in 1909.

L-1105. When they re-equipped the factories, was there a temporary displacement ?—What happened was the transfer of the workers from their homes to the factories.

L-1106. *The Chairman* : Labour-saving machinery always, in the individual case, appears to mean less labour, but the efficiency of the industry may lead to their re-employment in other places ?—Yes. In the tailoring industry it operated quickly. In some industries at the present time it is true that there may be workers displaced who may never be picked up

again in time, but in the tailoring industry that expansion has taken place in time.

L-1107. *Sir Ibrahim Rahimtoola* : I take it that the workers clearly realize that the continuance of their wages and their prospects depend upon the success of the industry by means of efficient work ?—I think so. When I replied to the other question a short time ago as to the attitude of the workers when a reduction operates, it has to be remembered that already the general standard of rates has been raised in this country. If one compares them with rates in other countries, it is quite clear that the rates in this country have been put up somewhere round the proper figure, so that one would expect a different attitude in amendments to that figure from the attitude to a figure which started very low down. If, for example, in 1909, having put the rate up from 2*d.* to 2¼*d.*, the employers suggested a decrease of a farthing, one would have expected trouble, but when it is in a higher range it is different.

L-1108. My point was this—that the workers, being literate, realize that the industry will continue to employ them and pay them the minimum wages fixed if the industry itself is prosperous, and there is a genuine effort on the part of the workers to be more efficient in order that the industry may succeed and continue to employ them. There is that spirit ? —Yes, coupled with the fact that the employer in his turn has done all that is possible for him to avoid a reduction.

L-1109. Further there is no feeling here amongst workers that so long as their minimum wages are fixed it does not matter at all whether the industry gets efficient work and is successful or is not successful. They do not merely get their wages and go home ; there is not that spirit in this country ?—I think that would be rather an unnatural spirit, but whatever is the spirit, it seems to me that, while the Trade Boards Acts protect the wages and the hours of the workmen, without organization the employer has a very free hand with regard to which worker he shall employ and which he shall not.

L-1110. If the employer in this country tries to reduce the cost of production by dismissing a certain number of men whom he finds inefficient and replacing them by others, is there any difficulty on the part of the Trade Unions ?—The organizations in this country watch very carefully the interests of their members in that respect. It would be quite unfair to say that there is not a big resistence here to anything which is not clearly just.

L-1111. Who determines whether it is just or whether it is unjust ?—There are discussions between the two sides. It may be that the disputes and the discussions are carried on with a third party present. If that is not successful there may be a stoppage. The Government may hold an inquiry. If the Trade Unionist is still satisfied that the change is not acceptable, there is a dispute in this country just as there are disputes in other countries.

L-1112. Does it come to this—that an employer may close his works and dismiss everybody whom he employs without any trouble, but he cannot reduce the number of men he has got on his rolls without creating trouble with the Trade Unions ?—I am afraid that this goes to the root of the whole of the struggle between employers and workers, and that it is leading us into a somewhat difficult field.

L-1113. *Sir Ibrahim Rahimtoola* : The employers cannot dismiss a man and replace him as they like, is that the position ?

The Chairman : That is not a question capable of a single answer.

Sir Ibrahim Rahimtoola : Do you think there is any truth in the general impression that minimum wages, and other labour regulations, have raised the cost of production in England as compared with other continental countries, and that that is why England finds it difficult to compete in world markets and why unemployment is increasing. Do you think there is any foundation in that assertion ?—I should like to be relieved from answering that. It is a matter of very considerable controversy and one that ought to be answered very carefully.

L-1114. *Mr. Clow* : You mention that in a number of industries there was a section among the employers which was anxious to prevent undercutting of rates. How far does the success of the Trade Boards depend on the presence of that section ?—I do not think it would depend upon it at all. Once a trade Board has been established in an industry, the general habit here of observing the law, with some exceptions, enable that Trade Board to operate fairly efficiently whatever the attitude of the employers. As a matter of fact a considerable proportion of employers would not want to have their conditions regulated by law at all, and their position would not be affected by the existence of any section of the kind you mention. Administration, however is facilitated when the employers are generally not hostile to the statutory rates.

L-1115. Have you had Trade Boards in which the employers as a whole have opposed rates finally fixed ?—Yes. We have had such cases. As a matter of principle, there is generally a good deal of opposition from employers. There may be objections from all the employers' organizations as well as from a considerable number of individual employers to the rates Those are taken into account by the Trade Board together with objections from the workers' side. There have been cases in which a very considerable body of objection has been received from the employers. I would not like to say that in every case the rates have gone forward after those objections. It is quite possible that they have not been persisted in.

L-1116. Have there been cases in which Trade Boards have fixed rates, which have been finally approved, in which all the employers' representatives on the Trade Boards were opposed to those rates ?—Yes, it would be true to say that, but it has not followed from that that the rates have been proved to be wrong.

L-1117. Will you turn to paragraph 78 of your memorandum and the method which you give in No. (*iii*). In this case how is the rate determined in practice ?—There is no rule for it. They would fix a rate which they think should be fairly paid to piece-workers whatever the circumstances of their work. A guaranteed time-rate would usually be fixed in circumstances in which a piece-worker might be expected to meet obstacles which would impede him in earning the right amount, so that when he starts working piece-work he is sure of a certain amount. Obviously if a guaranteed time-rate is in operation an employer is not likely to retain an unsatisfactory worker on piece-work. He would not earn the guaranteed rate. That is the only safeguard against that.

L-1118. Supposing a dispute arises, and the employer alleges that a man has been slacking, and the man alleges that he has had difficulties, what happens ?—The guaranteed time-rate would still be payable ; but all the Boards have not fixed a guaranteed time-rate. (*Mr. Nicholson*) : It has only been fixed in one case—the laundry trade. (*Mr. Leggett*) : It applies to special circumstances in which piece-workers may meet with difficulties.

L-1119. What do conciliation officers do in connection with disputes ?—We have seven officers in different districts in the country, whose general

duty is to keep in touch as far as they can with various movements in the industries, and to hold themselves available whenever a dispute arises—when the workers and the employers cannot agree—and to intervene in that dispute and endeavour to get an agreement in order to prevent a stoppage. The way in which it operates is this : very often months before a difficulty really comes to a head they are in touch with either the employers or the Unions in order to keep the matter discussed on proper lines. We have had many cases in which, by a short conversation when a difficulty first shows itself the matter has been directed into channels in which agreement has been reached. With regard to the second case, in which agreement has not been reached and a dispute is threatened, then the conciliation officer may try himself to get the parties to meet and discuss the matter, or one of them may come to him and ask him to call a meeting or take other steps which he might think fit to take in order to bring about agreement. There is a considerable amount of success obtained in that way. Above these conciliation officers there is the headquarters of the Ministry. We try to keep out of the disputes as much as we can, but if a dispute has a national significance, then probably we try to get the parties to a meeting in order to discuss the position. Generally most of the work is done away from the public eye altogether.

L-1120. In practice do conciliation officers find it easy to keep the confidence of both parties ?—Yes. They have to be very careful not to abuse that confidence. They have to be in a position in which either side will tell them quite frankly their position, believing that they will not expose it to the other side. I think it is fair to say that they have that confidence, without which their work would not be successful.

L-1121. There is no danger of an officer becoming regarded as an employers' man or as a workers' man ?—We have not got a case of that kind at present. If such a case arose obviously we could not keep that particular officer on that work. As time goes on he may be accused on one occasion of being an employers' man and on another occasion of being a workers' man, but if he lives through that for four or five years it is quite clear that he is not biased. There is one important point on that. Very often in the case of workers who are not organized, a third person of that kind can make them articulate. He can help them to crystallize their views, and to get those views placed before the employers properly, and he can get them to understand also the employers' views. Many disputes arise merely because of a misunderstanding of the views of one side or the other because they are not put clearly to each other.

L-1122. *Diwan Chaman Lall* : One of the principles of Trade Boards is to prevent sweating ?—Yes.

L1123. Is there any definition of sweating ?—No. The nearest we have got to a definition are the words used in the first Act : " where rates of wages are unduly low as compared with other employments ".

L-1124. *Mr. Sastri* : Is it only on the wages, or hours of work as well ?—Both have to be taken into account. If £1 a week is fair for forty-eight hours, that would be different from £1 a week for ninety hours.

L-1125. *Diwan Chaman Lall* : The second principle is where the wages are exceptionally low as compared with other employments, and the third, which was incorporated in the 1918 Act, is where no machinery exists for the regulation of wages ?—Throughout the industry, yes.

L-1126. Has it ever been considered to incorporate a fourth principle, namely, a guaranteed living wage ?—That has never been incorporated in the Act, but no doubt the workers' side will always have in mind the

desire to make an industry pay at least a minimum which would give a fair standard of life.

L-1127. Would you consider, for instance, with regard to a fairly well organized industry, that a wage of 6 a week for a day of ten hours is a sweated wage ?—I think so, yes.

L-1128. *Sir Alexander Murray* : How do you know, if you do not know the cost of living.

The Chairman : You mean in this country ?—I gather that Diwan Chaman Lall is talking of this country. I am only talking of the country I know.

L-1129. *Diwan Chaman Lall* : Would you consider, if that fairly well organized industry was in a position, to earn enormous profits, and yet continued to pay a wage of 6|- a week for a ten-hour day that there was a necessity for the institution of a Trade Board ?

The Chairman : You must not try to lead the witness outside his own knowledge.

Diwan Chaman Lall : I suppose the factor which you have stated would operate in India equally well, and that there should be no difficulty administrative or otherwise ?—I could not say that I am afraid. I think it has been pointed out that there would be difficulty.

The Chairman : We have only asked Mr. Leggett to come here to inform us as to the English conditions, so that we ourselves can judge as to their application elsewhere.

L-1130. *Diwan Chaman Lall* : The Chairman asked you a very important question about labour costs. That has never been taken into consideration in fixing the minimum wage ?—We do not know all that a Trade Board takes into consideration. It does not have to come under our consideration as regards any part of our duty. I should find it very difficult to believe that any employers' side would ever discuss a rate of wages without having in mind labour costs.

L-1131. Is there any kind of machinery whereby you could find out the actual labour costs in any particular trade ?—We have no machinery at the moment.

L-1132. It would be desirable, I suppose, in setting up Trade Boards to have such machinery ?—All we do is to set up a body which itself fixes the rate. All they take into account in fixing that rate is their business. We have not to provide anything for them. The reason why we have left it to the employers and the workers is because they themselves have a knowledge of the industry and presumably can speak of the facts without enquiry.

L-1133. Are there any practical difficulties that you have come across which are of a serious nature in the working of the Trade Boards ?—No. It is true to say that the Acts have worked with very great smoothness.

L-1134. They have been successful also in creating a better spirit ?—They have certainly brought together people who did not come together before, and they have led to a better spirit because of those people constantly meeting together.

L-1135. *The Chairman* : In paragraph 78 of your memorandum you set out five different kinds of rates which have been fixed by Trade Boards. Can you conveniently give us repidly, taking them *seriatim*, the cases in which these particular methods have been found applicable ?—(*Mr. Todd*) : The general minimum piece-rates—that is, a fixed price for a job—apply in a number of trades examples of which are

the retail bespoke tailoring trade and the brush and broom trade. With regard to special minimum piece-rates, I do not know that there is a case in existence to-day of a special minimum piece-rate which is a rate fixed for a particular employer's establishment. There were one or two cases in the tailoring trade, but they have ceased. A guaranteed time-rate, which is a rate below which no piece-worker can be paid, exists only in the laundry trade for female piece-workers.

L-1136. No. (*iii*) has not been found applicable to any other case except laundries ?—I do not know if it has not been found applicable, but it has not been necessary to apply it. Piece-work basis time-rate is fairly general to most of the Trade Board industries in which there is piece-work, and it applies in the tailoring trade alongside the piece-rates and also applies to the ready-made side of the tailoring trade as well. That is, that the employer fixes his own piece-rates for his own work. The yield of these piece-rates to the ordinary worker must be the piece-work basis time rate. Overtime rates apply fairly generally throughout the industries where overtime is worked.

L-1137. Turning back to the case of the guaranteed time-rate, what were the reasons why that was applicable to the case of the laundry trade and apparently not to other cases ?—It is simply that the laundry trade thought it desirable. In the circumstances of the laundry trade, and in the method of giving out work to ironers, the work is mixed. Some of it may be difficult and some of it may be easy. It is quite possible that the earnings of the workers, owing to the circumstances of the case, would be very low, and the Board think it necessary that those particular workers should at least get the minimum fixed by the guaranteed time-rate.

L-1138. Would it be in some cases because the worker had to wait through no fault of her own ?—No, that would not be the case. I think it is more the difficulty of the work. Waiting for work is governed by the waiting time provision of the Act. If a worker has to wait for his work, the ordinary time wage is applicable for waiting time.

L-1139. There must be a considerable number of cases where the worker, with all the will in the world to work on the piece basis, is unable to make the full amount because of somebody behind who is not supplying him with work ?—That is true, and in the circumstances of those cases, when it is due to faulty organization on the part of the employer, as it usually is, waiting time is payable at the general minimum time-rate laid down, and the inspectors take steps to enforce that.

L-1140. Has the inspector any knowledge of an industry where there is weaving ?—In flax and hemp.

L-1141. *Sir Alexander Murray* : When the weaver has to wait for cops, or for bags, what happens in that case ?—I am afraid I am not very familiar with that. They are most difficult schedules—these jute schedules, and I should hesitate to reply.

(The witnesses withdrew.)

Mr. H. L. FRENCH, C.B., O.B.E., Principal Assistant Secretary, Ministry of Agriculture and Fisheries.

L-1142. *The Chairman* : Mr. French, we are much obliged to you for coming to help us to-day. I understand you are Principal Assistant Secretary at the Ministry of Agriculture and Fisheries ?—I am one of them.

L-1143. You have general oversight in the matter of the working of the Agricultural Wages Board ?—That is so : the general administration of the Agricultural Wages Regulation Act, 1924.

L-1144. In your memorandum you have been good enough to give us the history of this movement to regulate agricultural wages. I do not think I need take you over that ; to me, of course, it is rather familiar.—Exactly.

L-1145. I had something to do with various stages of the Corn Production Act and with what has happened since. I will therefore come at once to the system as it has existed from 1924 onwards. In your memorandum you say " The power of fixing minimum rates of wages is placed in the hands of County Wages Committees and the Central Agricultural Wages Board is only empowered to fix rates in cases of default by Agricultural Wages Committees or at the request of a Committee ", and you add " in practice no such occasions have so far arisen ". That is you add " in practice no such occasions have so far arisen ". That is to say, the responsibility for the fixing of agricultural wages is placed upon these County Committees, which take into consideration the circumstances of their own particular industry and of the districts in which it exists ?—That is so.

L-1146. Should I be correct in saying that one of the factors influencing those County Committees is the rate of wages obtaining in other industries in the county ? For instance, I think I am correct in saying that in Lancashire and Yorkshire the rates are higher than they are in most of the southern counties of England ?—That is so. However, if we go further north, in Scotland, where there is no statutory wage regulation, wages are generally higher than they are in England ; and as you come south wages become lower. In the north of England wages are higher than they are in the south, but there is a figure, namely 30 shillings, below which in fact no Committee has fixed minimum rates since the Act of 1924.

L-1147. But in industrial counties such as Lancashire and Yorkshire, for instance, is it the fact that what is obtainable in alternative employment to some extent fixes the agricultural wages ?—I hestitate to reply to the question, because in a way it is rather more difficult than it sounds. I do not doubt for a moment that what you put is true, but I would say that it has always been the case, apart from any Regulation Act. Agricultural wages in the north of England have always been higher than in the south, and I have no doubt that that is due to the competition of other industries. Consequently, when wage regulations started under Act of Parliament, that was a factor which had to be taken into account right from the first, and it still remains a very important factor.

L-1148. Referring to allowances in kind, you say " the Act gives Wages Committees power to make Orders defining what allowances may be reckoned in part payment of minimum rates and the Committees may attach values to these benefits. All Committees have defined a cottage as a recognized benefit and the majority have also included board and lodging and milk." There the Committees have regard to the custom of the industry in the area with which they are dealing ?—Yes.

L-1149. It is not merely the cash wages which are taken into account but various kinds of benefits ?—Yes, and the practice in that matter varies a great deal from county to county.

L-1150. No doubt according to the custom of the district ?—Yes, I should say entirely according to the custom of the district.

L-1151. You tell us no Committee has yet fixed special rates of wages for piece-work. Am I right in saying that what they have done has been to fix a weekly rate in the first instance, and then to say that that weekly rate represents so many hours of work, and if a worker puts in less than that number of hours he gets only a proportion of the rate that is fixed for the week ?—No, the last part of that is not quite correct. The Committee fixes a weekly rate of wages, and is in the Order as being in respect of a minimum number of hours, but, if the worker does not work that number of hours, it is assumed that that is by agreement with the employer. The employer cannot reduce the amount of money wages by employing a man less than the minimum hours ; he must be at the minimum weekly wage. There is a clause in all the Wages Committees' Orders which is known as the Guaranteed Week. It ensures the worker a particular minimum wage, shall we say 30 shillings, in a particular county, and that thirty shillings cannot be reduced merely by reducing hours.

L-1152. But supposing the worker does not turn out to work on one or two days in the week, would he still get the 30 shillings ?—That would be a different matter. The wage would be subject to deduction if he was absent on his own initiative against his employer's instructions ; but that could not happen regularly every week. If it did we should regard that, in enforcing the Order, as collusion between the employer and employee to defeat the Guaranteed Week clause. In practice what happens is that if a man is sick or takes a holiday without permission he cannot demand the minimum wage for that week. A regular worker must be paid the minimum weekly wage if he is a full-time employee. The hours he works, even though they may be less than the minimum number, are not taken into consideration in reduction of the minimum wage.

L-1153. In effect the employer must have open to the worker a full week's work ?—Yes, that is exactly the point.

L-1154. But the worker on his side may stay off a day or two days as he pleases, but if it is on his own motion he is not entitled to claim the full week's wage ?—That is so ; but, of course, nothing in the Act would prevent the employer giving the worker notice to quit if he habitually stayed away. It does not affect the ordinary relationship between master and man in that respect.

L-1155. You tell us that so far no piece-rates in agriculture have been fixed ?—That is so.

L-1156. There was one attempt, but it broke down ?—Yes.

L-1157. So that what it comes to is that the minimum weekly wage is fixed ?—Yes.

L-1158. The employer must offer to the worker the full number of hours work that corresponds with the amount of wages ?—That is so.

L-1159. But if in particular cases the worker is put on piece-rates, those rates must be such as will tempt the worker to accept piece-rates because he will thereby earn more than he would by remaining merely on the time-rate ?—That is in practice the position.

L-1160. So that it is not bringing the workers down to a dead level. There are, I imagine, a considerable number who do work on piece-rates and earn substantially larger amounts than the minimum time-

rate ?—At seasons of the year and on particular jobs, yes ; but not, of course, for the whole year round. Piece-rates are very largely seasonal.

L-1161. Then you tell us about the provision for infirm workers, who are not capable of doing a full average day's or week's work. Has there been much dispute or difficulty in granting these exemptions ?—It is really rather surprising that there has been so little. That part of the system works, I think, extremely smoothly. It has nothing at all to do with the Ministry, and therefore I can speak quite frankly about it. What usually happens is that an employer and a worker put in a joint application to a Wages Committee for an exemption certificate in respect of the worker, and they usually state the wage at which he would be willing to work. The Committee then usually appoint a sub-committee, consisting generally of one representative farmer and one representative worker, to go and interview the man, and they form their own judgment, after questioning him, as to his capabilities. I think perhaps the effect in most cases is to raise the amount which was stated in the application as the wage at which he would be willing to work, but usually the amount stated in the permit is accepted by both people quite amicably and on the whole the thing works very smoothly. In some cases the Committees deal with this matter merely by sending one of their number to see the man—either a representative farmer or a representative worker. It has ceased to be a controversial matter at all, and in certain counties they merely send down one representative to have a look at the man and decide on the spot whether it is a genuine application and what is a reasonable wage for him to work for. As far as I know, practically no difficulties occur in individual cases. I think there is a need, in a way, for rather more publicity about this particular matter, because in our enforcement work we constantly come across cases of where a man is receiving less than the minimum wage, but when you look at him you see he is a man who ought to receive less than the minimum wage, but in fact a permit has never been applied for. In those cases we have to tell the farmer he runs a grave risk of prosecution and that he must regularise his proceedings by obtaining a proper permit, with the amount of the wage stated in the permit.

L-1162. I was much struck by the figures you give in regard to this matter ; you say there are only 12,000 permits of exemption ?—That is so.

L-1163. It struck me that did not correspond with the number of aged workers who are kept on, largely by the goodwill of the employers, long after they have passed the time when they can do an average man's work ?—I think everyone familiar with the Act is rather surprised at the smallness of that figure. I think there have not been anything like so many applications, and Committees have not granted permits of exemption to anything like the extent, that was at one time anticipated.

L-1164. *Sir Alexander Murray* : What is the total number of employees ?

The Chairman : I think it is about a million. It would be something like 80,00,000, I think.

L-1165. We are not including Scotland, of course. One always took the number of farm workers as being roughly a million.—In England and Wales, according to the returns received on June 4th, 1929, the total number of male workers was 667,800—say 668,000—and the total number of females 102,000.

L-1166. *Sir Victor Sassoon* : Are you quite sure the full rate of wages is always paid ?—I have not come to the question of the extent to which the Act is observed ; I think we shall probably have to come to that later. That bears on the question of the 12,000.

L-1167. *The Chairman* : My own observation would lead me to suppose there would be seven or eight times as many as the 12,000 given here as the figure for agricultural workers who are not capable of a full average week.—Yes. As I have already said, I think that number is surprisingly low. No doubt to some extent the explanation is that many of these old men are very skilled. They may not be physically so capable as the others, but they are often amongst the most skilled men on the farms ; but I cannot really explain why the number is not greater than it is.

L-1168. Except that you admit that in all probability there is a much larger number than 12,000 who in fact are working for less than the standard rate ?—I think so, yes. I think our inspections always reveal that there are numbers of old men, and perhaps of younger men who are suffering from some disability (in regard to sight, or whatever it may be), who are working at less than the proper minimum wage which should be applicable to them. In those cases we do not immediately prosecute ; we always advise the farmer to put himself in the right by sending in an application, and in fact he generally does so. But I would not say that our inspections indicate that this number is a long way out ; it would not mean that if everyone who ought to have a permit applied for a permit the number would jump to 50,000, or anything like that ; it would mean only a comparatively small addition to it.

L-1169. Then, of course, no one can fail to be aware that there is a good deal of complaint on the side of the farmers that the rates are fixed on what they consider an uneconomic basis ?—That is so.

L-1170. You have told us quite frankly that the farmers' produce is only 34 per cent. above pre-war, that the cost of living, according to Government figures, is 55 per cent. above pre-war, whereas the rate of wages fixed under this system is 76 per cent. above pre-war ?—Yes, and personally I do not think that statement really does full justice to the farmers' position, because in estimating that 76 per cent. we have merely taken the increased cash wage ; we have not allowed for the reduced number of hours. The effect of wage regulation since 1924 has been not merely to maintain 30 shillings as a minimum wage, but it has also been to reduce the number of working hours per week, because overtime becomes payable after the specified number, and therefore, if you took into account the increased wage in respect of a lesser number of hours, 76 per cent. would be an understatement. Why I did not give a higher figure is because it becomes very controversial after that ; a good number of people will argue that a man is doing as much work in a week of 48 hours as he used to do in the old week of 60 hours. Those are matters of opinion on which I will not venture to touch. All I would do is to say that in the *National Farmers' Union Yearbook for 1930* there is a very eloquent diagram showing the average of the weekly minimum wage for each year 1917 to 1929, and then they have another line showing the cost of labour and another showing the cost of living and another the price of agricultural produce. The effect of course is that whereas the value of agricultural produce is steadily falling, the cost of labour is horizontal and the average minimum wage is also horizontal,

while the cost of living is falling too. I do not think there can really be any doubt, therefore, that the cost of labour on a farm to-day is much more than it would be if it were not for this Act. I do not think anyone can really doubt that. Since the Act came into force, though wages have been maintained the retail prices of commodities have gone down, so that the value of the wage has really gone up.

L-1171. Coming now to the actual working of these Committees and the way in which they arrive at a decision as to what shall be the minimum wage rate for their county, are there appointed members in addition to the representatives of the employers and the representatives of the workers ?—Yes.

L-1172. From what class of person do you obtain those appointed members ?—The Minister himself is responsible for the appointment of what the Act describes as two " impartial members ", and the Committee then proceed to appoint their own Chairman. Sometimes they elect one of these impartial members as their Chairman, in which case the Minister has to appoint another, but in other cases they find some local person in whom they have confidence to act as Chairman. If you regard the two appointed members and the Chairman as a sort of panel of arbitrators and the other two sides as being equally represented, I think one could say the arbitrators are really drawn from a very wide class. In some cases they are landowners, but for the most part the tendency is to get away from the agricultural industry and try to get people who not only in name but in every respect are obviously impartial. Some are members of the legal profession ; one is a well-known bank manager in an agricultural district. I would say that they are members very largely of the professional classes rather than of the employing classes, and in any case they are people who are not very closely identified with agriculture. It is difficult to generalize, however, because only a few days ago a gentleman died in Bedfordshire who was not only a farmer but a leader among farmers, and yet he had been elected Chairman of the Agricultural Wages Committee and had been an extremely successful Chairman of that Committee. He was elected by the Committee itself, though he was a practising farmer dependent on the land for his living.

L-1173. The success of the work has depended to a considerable extent on the availability of that class of person ?—I do not think anyone could exaggerate the importance of that factor.

L-1174. The fact is that pactically everywhere, in every county, you can find a sufficient number of independent-minded people to give service in this way ?—It is extremely important.

L-1175. Are they paid ?—No.

L-1176. They are unpaid ?—Yes, with the exception of a subsistence allowance. It is extremely difficult work. It is not only a question, so to speak, of arbitrating between two opposing sides, but the importance of the decision is very widespread. There may be threats of strikes and refusals to co-operate, threats of the withdrawal of representative members and that kind of thing, and everything really depends not only on the judgment of these three impartial gentlemen but often on the ability they have to make it apparent to everybody that they are really impartial and are doing their utmost. It is an extremely important matter.

L-1177. *Mr. Clow* : In your memorandum you refer to piece-rates, and you say " No Committee has yet fixed special rates of wages for piece-work ". I take it that is the same thing as saying that no Committee has fixed piece-rates at all ?—That is so.

L-1178. This case of sugar beet is of special interest to us, because it approximates to some extent to conditions we are considering in India. Would it have been possible to fix, say, an hour-rate for that kind of work ?—All our rates, of course, are really hour-rates. That is the form of the minimum rate ; it is an hour-rate.

L-1179. Yes, but it is really a fixed rate irrespective of hours, in the sense that if a man works less than a certain number of hours he does not get less ?—But the farmer can require him to work the minimum hours. The only way in which the minimum operates is that if a man works more than the minimum hours he is entitled to overtime. We speak of piece-rates in agriculture as being rates dependent on doing a certain job of work, say a particular acreage if it is hoeing, or a certain field. I know of nothing in the industry which could be called a piece-rate which is based on hours ; it is based on the job.

L-1180. One very important industry in India is the tea industry. There is a system at present by which in many tea gardens the men are remunerated by fixing a task or a certain amount to do, and a man gets a certain payment for that work. Do I make myself clear ?—Yes, I think I understand that.

L-1181. The employer as a rule does not insist on any specified number of hours being put in.—No. That is precisely what we should call a piece-rate ; that is doing a particular job of work for a particular amount of money.

L-1182. *Sir Victor Sassoon* : Should not Mr. Clow add that the task varies according to conditions ?

Mr. Clow : It is bound to, according to the stiffness of the soil, and so on.—Yes ; that would be so with us.

L-1183. *The Chairman* : You say in your memorandum : " The Committee found the problem incapable of solution owing to the fact that the earnings of the worker on piece-work are dependent upon so many varying conditions, such as weather, type of soil, yield of crop ". That is so.

L-1184. That is exactly this case ?—That is exactly this case.

L-1185. *Mr. Clow* : With the added difficulty that there is no real standard of work by the hour at all, a good many of them are what I might describe for present purposes as part-time workers.—That would apply exactly to our piece-rate system, and I think it is exactly that problem which has made our Committees fight shy of fixing piece-rates. In the ordinary way, if two men apply at a farm for work—or they may be regular workers on the farm—and they are asked to undertake a particular job, they go and look at it, and according to the character of the soil and the thickness with which the crop is sown and all kinds of other considerations of that sort they agree a rate with the farmer. We practically never come across a case where those rates in practice, if they were converted into hour rates, would be less than the minimum rates, and therefore we never have to interfere. The ordinary man who bargains with the farmer for piece-rates is generally the best type of agricultural labourer and quite capable of looking after himself, and he will not take on a job at piece-rates, as the Chairman has said, unless he thinks it will benefit him as compared with hour-rates.

L-1186. Is a man entitled to go to a farmer and say " I will work for you for 20 hours a week at such and such a rate " ?—The rate being based on hours, do you mean ?

L-1187. The rate being above what the minimum would yield per hour, but not yielding the minimum for that week because he has worked so few hours.—If the man is merely employed per hour he would receive the hourly wage which is mentioned in the Order, but the guaranteed weekly wage would not then apply to him.

L-1188. That is the point.—I think I ought to clear up that point with regard to old men, because I think the question we have now got on to has a bearing on it. In certain cases an old man might be employed on an hourly rate, working only, say, four hours a day, and therefore he would not receive the full minimum weekly wage but would still be getting the minimum hourly rates set out in the Order, and would not become a permit case. That may to some extent account for the number of permit cases being less than was anticipated.

L-1189. What was the particular object in attempting to fix a piece-rate in connection with sugar beet work ?—The Act empowers a Committee to fix piece-rates, and there are certain agricultural labourers who wander about from county to county and who are never employed at anything else but piece-rates. You can easily understand that if there was any tendency for those men to be employed on piece-rates which in fact would undercut the resident agricultural labourers it would be a very bad thing for the regular agricultural workers, and therefore a Committee might have to take steps, by fixing piece-rates, to see that did not occur ; and the Act empowers them to do it.

L-1190. But the hour-rate would still be applicable, would not it ?—No, it would not be applicable to a man who was engaged purely on a piece-rate job.

L-1191. I am afraid I have misunderstood you. I thought in that case the piece-rate would have to be such as to yield the minimum rate fixed ?—That is clearly the intention of the Act, although it contains no specific provision on the point. If a Committee desired to fix piece-rates, it would be bound to comply with the general instruction of the Act that those rates should provide a worker with a reasonable subsistence, and a Committee could not, therefore, logically fix piece-rates at a level which would not enable a full-time worker to earn the minimum time-rate. That is the general principle on which a Committee would have to proceed, but, in fact, they do not fix piece-rates and so the point never arises.

L-1192. Anyone taken on by the farmer on piece-rates is thereby excluded from the protection of the Act ?—Not completely. So long as he is employed on the basis of piece-rates there is nothing in the Orders which is applicable to him, but if, within fourteen days of his job being over, he applied to the Committee, he could get an award from the Committee if the rate at which he had been working was less than the equivalent minimum time-rate, and they would fix—they could fix—a special rate for that particular job. But this is really rather academic, because it rarely occurs. It is in the Act and provision is made for it, but it is really in the nature of stopping a possible abuse which does not really arise in practice.

L-1193. *Miss Power* : But can he claim arrears of wages ? If he is paid piece-rates and does not earn as much as a worker covered by time rates, can he not claim arrears of wages at the time-rate ?—If he applied to the Committee within fourteen days, and the Committee found that the rate at which he had been employed was such that an ordinary worker could not have earned the hour-rate, then they give an award for that particular job. It is limited to the particular job he was employed on. He then has a legal right to sue his employer for the arrears.

L-1194. What was the idea in omitting from this particular Minimum Wage Act what is called a piece-work basis rate under the Trade Boards Act—that is to say, giving the piece-worker the benefit of a legal hourly yield ?—I think the explanation really is the difference between agriculture and any industry which is carried on within a building. I think agricultural conditions are such that piece-rates have almost to vary from day to day, week to week and field to field, and no Committee as far as I am aware has ever thought itself capable of tackling that particular problem. I think full cognisance was taken of those facts when the Act was under discussion in the House.

L-1195. *Mr. Clow* : Surely there is a loophole for collusion between the farmer and the worker who wants to accept a lower wage ?—That is true.

L-1196. He could say " I am going to pay you piece-rates, and at the end of the week it will come to 25 shillings " ?—Yes, but I think we should hear of that if it went on at all regularly. I do not say it would never occur in any isolated case, but as far as I know it is very unlikely that that could go on with the same farmer and the same employee week after week without some complaint coming from other employees in the district.

L-1197. Is there any protection given to those employed temporarily for harvesting operations, raspberry picking, hop picking and so on ?—One or two of the Committees have fixed harvest rates, special rates applicable to hay harvest, corn harvest and so on.

L-1198. There is fruit picking, strawberry picking and so on ?—I have never heard of a case even being raised. You have to remember the conditions of the industry. The farmer is very anxious to get those crops in. and he will generally offer a rate which encourages a man to do his work quickly and not to spend long hours over it. That is the normal condition under which those rates are payable.

L-1199. *Sir Victor Sassoon* : Is there any overtime with piece-work ?—No.

L-1200. It is a contract rate ?—It is a contract rate, and applicable to the whole time he is on it.

L-1201. *Mr. Clow* : Are the harvesting rates to which you refer hour-rates ?—Usually it is in the nature of a payment for the harvest. That is the common practice.

L-1202. But is it not customary in this country to bring in extra workers for the harvest, if you can get them ?—Several of the rates which have been fixed for harvesting are in the nature of lump-sum payments after the harvest is over. For instance, in Cambridge and the Isle of Ely for corn harvest a lump-sum of £11 is paid for a period of 4 weeks of 64 hours a week, excluding Sunday.

L-1203. That is to regular workers ?—Yes.

L-1204. In addition to their wages ?—In lieu of their regular wages.

L-1205. I was thinking rather of the man who is not a regular worker on the farm, but who comes in for the harvest.—This would apply to him too. That is why it is fixed in that way. It is in substitution of the ordinary weekly wage for a particular period in the year.

L-1206. That is irrespective of the pace at which a man works ?—Yes. These Harvest Orders are made for counties, and anybody working on the harvest in those counties is entitled to that particular payment.

L-1207. *Sir Victor Sassoon* : If they work the 64 hours ?—Yes.

L-1208. *Sir Alexander Murray* : It is a 64 hour week ?—Yes : in the case I quoted.

L-1209. How many weeks will that extend over ?—4 weeks.

L-1210. *Miss Power* : Could you tell us from what quarter the pressure for agricultural wage regulation came in the first instance ? Was it from the workers, the employers or the public generally ?—It certainly was not from the employers !

L-1211. *Sir Alexander Murray* : Yes, it was, I think ?—For regulation ?

L-1212. When they agreed to minimum prices and minimum wages ?—I was coming to that. The history of it is not a very long one. I think it started, probably, just before the war, when there was a good deal of discussion about the condition of the industry and more particularly about the low rate of wages in agriculture. You will remember that it figured very largely in Mr. Lloyd George's land inquiry of 1913. In 1915, Lord Milner was Chairman of a Committee of which I myself was Secretary, which recommended a minimum guaranteed price for wheat, and the final part of their report said that if the farmers who benefited from this State subsidy or State guarantee did not increase the wages they paid, or pay adequate wages, legislation would have to be passed to ensure that the workers received their share of the advantage. That shows that even in 1915 the subject was very much in the air. Then, when the Corn Production Act was passed in 1917, I think the position was that the whole agricultural community—farmers and workers—realized and openly acknowledged that if the State gave the occupier of agricultural land certain guarantees and advantages, the State was entitled to see that that percolated right through to the workers. So closely were the two matters associated at that time that when that Act was repealed in 1921 the Government of the day decided to repeal it as a whole, and there came, as you know, a sort of hiatus in agricultural wage regulation. Subsequently the present Act was placed on the statute book as a separate entity by the Labour Government in 1924. In 1924 I do not think there is any doubt that the pressure on the Government of the day was from—I will not say the agricultural workers but from—workers as a whole. The trade unions in their organizations and so on, as well as the agricultural workers' organizations, pressed on the Government the necessity of wage regulation. But that, I think, was due to the fact that they had tasted the advantages of it in the years from 1917 to 1921. I think it would be wrong to say that in 1917 the action of Parliament was taken on the initiative of the workers ; I think that would be quite wrong.

L-1213. *Miss Power* : Under the first Act, the District Wage Committees acted in an advisory capacity to the Central Board.—Yes.

L-1214. Under the second Act that procedure seems to have been reversed, and the District Committees took the initiative, their rates being merely confirmed by the Central Board ?—Yes, that is so.

L-1215. What was the point of that alteration ?—It is a very drastic alteration in the machinery and it would be interesting to know what lay behind it ?—It is not an easy question to which to reply, because it was at that time, and still is to a lesser extent, a subject of keen political controversy. The House of Commons was really divided purely on party lines on this question of whether the Central Wages Board should be the executive organization for this work, or whether the work should be carried out through local Committees. You will remember that the Labour Govern-

ment of 1924 had not a majority in the House, and I think it would have been impracticable for them to carry this legislation through without co-operation from other parties ; and eventually, I think I am right in saying, it became the subject of something in the nature of a political bargain. The Conservative Party were not opposed to wage regulation in principle, but they were very anxious to see that the wages were fixed in close relationship with the requirements of localities, and they pressed on the Government of the day that the real authority and executive power should be given to the County Committees ; and eventually, by amendments to the Government Bill, the powers of the Central Wages Board in London were reduced to something approaching formality—not much more. I think that is the history of it ; I do not know that I can go very much further, having regard to the political character of the question.

L-1216. You say in your memorandum that wages are fixed on the basis of what is considered adequate " to promote efficiency, and to enable a man in an ordinary case to maintain himself and his family in accordance with a certain standard ". What inquiry is made by the Board to arrive at this before it fixes the wage ? Does it ask for a wage return from the farmers as a preliminary, or does it do it through its own agents ?—I believe that nothing in the nature of a formal inquiry has been made since 1924 by any Committee previous to fixing wages, the inquiry being directed to the question of what wage is necessary to maintain a man and his family in any particular locality, but you must remember the Committees consist of farmers and workers and this is a subject on which they speak, and I think are entitled to be heard, with great confidence.

L-1217. *Sir Victor Sassoon* : Do they agree ?—No. Usually what happens, of course, is that the farmers' representatives urge the purely economic considerations—what the farm can afford; what is the standard of agricultural prices, how those prices are falling to-day, and what the prospects are. The workers will urge what one may call the more human side—what it is really necessary to have to maintain a man and his family. I think in a great number of cases they are armed with budgets of household expenditure, giving rent, clothing and items of that kind, all of which are produced for discussion and argument around the Committee table. Ultimately, as I have already indicated, it rests with the three impartial people to arbitrate on these somewhat conflicting considerations.

L-1218. *Miss Power* : May I interrupt for one moment ? The wage policy laid down in the Act indicates that the only thing to be taken into consideration is the standard of living of the agricultural worker, but you imply to us, in reply to my earlier question, that the capacity of the industry to bear a certain wage is also taken into consideration, although not incorporated in the actual wage policy set out in the Act ?—That is perfectly true. The Act states quite specifically that the Committee shall, in fixing minimum rates, so far as practicable secure for able-bodied men such wages as, in the opinion of the Committee, are adequate to promote efficiency. There is nothing in the Act as to those wages being varied up and down in accordance with what you may call the prosperity or the prospects of the industry. But, after all, the individuals who serve on the Committee are practical people, and it is no use fixing wages which may have some theoretical relationship to the cost of living if the effect is that the industry is going to be broken and the men are not going to have any employment at all. You will understand that I am not entitled to attend

any of these Committee meetings, and in fact I never do, nor do I have emissaries there to tell me what takes place, but from conversations with members and so on the impression I have gathered is that the farmers (quite rightly, from their own point of view) do advance what you may call economic considerations, while the workers' representatives advance the other considerations ; and both these factors are bound to influence the ultimate determination of the impartial members.

L-1219. *Sir Alexander Murray* : Is that a distinct difference between the practice obtaining under the Trade Boards, where they take into account the capacity of the industry to pay rather than, or more than, the standard of living ?—I am afraid I do not know very much about the Trade Boards.

L-1220. *Sir Victor Sassoon* : I take it that the capacity of the industry to pay these wages is covered by the words " so far as practicable " ?—I assume that is so.

L-1221. It is that phrase which allows for that ?—It is possible that is so, yes. The intention of the Act is undoubtedly that an able-bodied man shall receive a wage sufficient to maintain him and his family efficient, but there are those words " so far as practicable " which qualify the instruction.

L-1222. *Miss Power* : With regard to what you say in your memorandum as to the wage-fixing machinery under the 1924 Act, could you tell us how the workers' representatives on these Committees are selected, in view of the small percentage of them who are organized into trade unions ?—Yes, I will deal with that. It is one of our greatest difficulties in the administration of this Act that the agricultural workers in this country are so unorganized, or at any rate that the organization which exists is very limited geographically. There are certain parts of the country where hardly any agricultural workers—a negligible proportion, at any rate—are organized in and members of trade unions.

L-1223. That corresponds to the Indian situation, which is why it is so valuable for us to know how to get over the difficulty.—In other parts of the country, in the east of England for instance, the organization has gone much further, but at any rate we have this advantage, that there are two unions which cater for the agricultural worker, though whether he joins them or not is of course his business. One of those unions, the National Union of Agricultural Workers, is limited to agricultural workers and consists entirely of agricultural workers or men employed in rural industries. The other union, which used to be known as the Workers' Union, has an agricultural section. Taking these two unions together, I do not suppose they cover more than about 10 per cent. of the agricultural workers throughout the country, but they are the only organizations in existence for the purpose, and therefore the Minister by regulation empowers these two unions to nominate equally the representatives of the workers to serve on every Committee.

L-1224. The whole of them ?—Every Committee throughout the country.

L-1225. The representation of the workers is taken from only 10 per cent. of the workers' side of the industry ?—Yes, and in addition to that in some county you might find that practically no members of either union were working there, but still the Regulations give these two unions the right to nominate between them the whole of the representatives of workers on the Committee.

L-1226. *Mr. Clow* : That does not complete the representation of the workers, does it ?—Yes. The number of representative members varies from six to eight on a Committee.

L-1227. *Sir Victor Sassoon* : 3 or 4 from each of these unions ?—The proportion nominated by each union varies on different Committees according to the relative strength of the union in the area.

L-1228. *Miss Power* : Why has no attempt been made by the department to obtain representatives from among the much bigger percentage of completely unorganized workers ?

The Chairman : They would not know how to do it.

Miss Power : It is done in industry under the Trade Boards Act.—You will realize that questions of this sort are bound to get very close to political considerations. The regulations, I think, were made in 1924, and, although I had nothing whatever to do with them, because I was not in charge of the work at the time, I can easily understand that the Minister at the time would say " It is in the national interest that these workers should come into these unions, and I will do everything I can to increase the importance and the authority of the unions ". I do not know that those were his thoughts, but if they were they would at any rate explain the character of the regulations. There is also, of course, the very real difficulty of knowing what else to do. I should find it very difficult, if I was told to find some alternative to the present system, to suggest one which was not open to very serious criticism.

L-1229. How is the balance kept even on these Committees between employers and workers, in view of the difference of education and debating ability ?—I think that is an extraordinarily interesting question, if I may say so. I believe it is the almost universal experience that the impartial members who have worked for a long time on Wages Boards or Wages Committees are very much impressed by the ability with which the case for the workers is put forward. I could not subscribe to it myself, but I have constantly heard the criticism from farmers that an impartial member only has to serve on a Wages Committee for a period of 3 or 4 years and he becomes pro-labour. So that the problem you have in your mind, of the inadequate education of the workers being a handicap to them, does not, I think, really apply in practice. They organize their cases, I believe, extraordinarily well.

L-1230. I want, if I may, to put to you the same question that I put to the representatives of the Ministry of Labour this morning. Why is the enforcement of the Act placed under the Ministry instead of under the Wage Fixing Boards ?—That is not an easy question to which to reply. In 1917 the wage fixing and the enforcement of the Orders were in the hands of the same body, the Central Wages Board. When the Act of 1924 was brought in the procedure was altered, and the fixing of wages became a matter for the different County Committees, and in fact we have now 47 different wage-fixing authorities. I think it is quite clear that if each of those was left to enforce the Act in its own area it would not make for much elasticity or for much uniformity throughout the country.

L-1231. Or, I suppose, for impartiality ?—And possibly the enforcement would not be very impartial in some cases. But I cannot say that is the only reason, because in fact I know it cannot be, since the Bill that was put before Parliament in 1924 did not contemplate that wage fixing should be done so absolutely by the Committees, and that the Wages Board should have such comparatively small powers as laid down eventually by

the Act ; yet the Bill contemplated that the administration and the enforcement should be with the Ministry. I think the real answer to your question is that enforcement of the law is a matter, I should say, for which a Minister of the Crown ought to answer at the table of the House. Now, you cannot have a Wages Board, and still less forty or fifty Wages Committees, answering at the table of the House, and it seems to me that from a constitutional point of view there is a great deal to be said for placing the real responsibility on a Cabinet Minister. I do not know whether that is a sufficient answer.

L-1232. Do you demand agricultural experience from your inspectors under these Wages Boards ?—Yes, it is one of the qualifications we look for, and I think I could almost go so far as to say it is a qualification we should regard as essential.

L-1233. You give as a reason for the very low percentage of inspection that you do every year the fact that many of the visits paid showed that no workers were employed at the farms visited. Why can there not be compulsory registration of farmers who actually do employ labour, to avoid what may be called " dud " visits ?—I think the agricultural industry objects to compulsory anything, and I think if we tried to combine with this somewhat unacceptable Act a requirement that farmers had to register for any purpose at all it would have made its passage through the House much more difficult. I am afraid that sentence in my memorandum may possibly have misled you. We do not habitually visit farms in large numbers where no workers are employed, but within a very few weeks of the present Government coming into power a deputation was received by the Minister from representatives of the workers, who complained that the Act was not being properly administered, and that in large areas there was a very big proportion of workers who were not receiving the proper minimum wage. We decided to test that by going to typical areas, or areas thought to be black spots, putting down a team of inspectors and letting them go just straight through the countryside, visiting every farm. It was a new scheme, and of course we learned a good deal by experience from it. From the first area we learned this, that there was such a very large proportion of farms where no paid labour was employed that there was no need to tell the inspectors to visit every farm. We have therefore altered the former procedure and do not tell the inspectors to visit every farm, but only to visit every farm where, from previous information—speaking to the police and local people—there is *prima facie* evidence that employees are at work. We quoted that as the little bit of evidence we have as to the proportion of farms on which workers are employed, but it is the only case of the kind where we went steadily through the countryside and visited in fact every farm.

L-1234. I now know from your reply to my other question why you have not asked for the compulsory keeping of time records ?—Exactly.

L-1235. But I should like to know whether you would be prepared to say that, even in the absence of such records, minimum wage regulation in agriculture is still possible ?—Yes, I think it is.

L-1236. You do not consider that the failure of employers to keep time records vitiates the minimum wage regulations ?—Not in itself, no.

L-1237. Further on in your memorandum you say that many workers decline to complain, even when they know they are being paid below the minimum rate. Is this due to fear of unemployment in a trade not covered by compulsory unemployment insurance ?—Partly.

L-1238. Or to pure apathy ?—It is due to a great number of causes. It is often due to really rather likeable reasons. In many cases an agricultural worker lives in. He may be the only worker on the farm. Night after night he sits with his employer, with his feet on the same fender in front of the same fire, and he naturally does not want to write to a Government department or local inspector and complain about that man breaking the law. There is a lot of good fellowship and good feeling in such matters, and in such cases as that, where we tumble across such a state of affairs by a test inspection, where there has been no complaint at all but our man happens to go there, we naturally have to have regard to that worker's instincts in the matter and his feelings. In such cases as that I think the worker's attitude, though perhaps open to a certain amount of criticism, is bound to attract a large measure of respect. There are other cases of quite a different character, where, for example, a man may go to a local hiring fair expecting to secure an engagement for six months and fail to get it, and next day or a day or two afterwards he will offer himself at less than the minimum wage, knowing that he is quite deliberately breaking the law. We have no sympathy for that man, and in enforcing the law we have no regard for him ; whether he wants to give evidence or not does not affect our administration.

L-1239. Does that mean you would not collect arrears of wages for him ?—No, it does not go so far as that, but if we can influence the magistrate to impose a penalty rather than give arrears of wages we are quite happy.

L-1240. *Sir Victor Sassoon* : To penalise the worker ?—No. We prosecute the farmer. The magistrate is bound to give six months' arrears if the man has been working for six months. We can apply for two years, but in such a case we would not ; we should limit ourselves to six months. But we should not allow the farmer to get-off cheaply if we could help it ; if we could influence the magistrate we should ask him to impose an exemplary penalty.

L-1241. *Miss Power* : Just two questions about the economic effects of the act. You say it has made for better organization amongst the employers, in order to avoid the necessity for paying overtime. Would you also say it has produced a better sense of discipline amongst the workers, so that instead of hanging about the yard they get through their work at a reasonable speed ?

Sir Alexander Murray : In order to avoid overtime ?

The Witness : If I were to say that I should not get very much support, I think, from the farming community. I think one has every reason to hope that in the course of time that will be one of the effects of the Act, but after all these are early days yet, and I think it would be optimistic to say we had already reached that point.

L-1242. *Miss Power* : Do you think it has given a greater corporate sense to the workers ? Has it, for example, improved the percentage of workers organized within those two trade unions ?—There again it is very difficult to dogmatize, because the two unions were rather stronger at the end of the war than they are now, but that was because agricultural wages were much higher and a contribution of 2*d*. or 3*d*. to the union was a comparatively small outgoing from a wage of 45 shillings. Now the wages have come down to 30 shillings. Everybody knows it is very difficult for a man in the countryside to live on 30 shillings a week, if he is married and has a family, and every penny or two pence is a serious matter to him. So unfortunately many of them

have ceased to support their unions. I could not, therefore, say that the Act has proved a means of strengthening the unions. I believe, as a matter of fact, it is true to say it has been one of the factors (I do not say a very important one) in strengthening the National Farmers' Union.

L-1243. *The employers' side* ?—Yes, the employers' side, because undoubtedly through the National Farmers' Union members do get to know about variations in the Orders. We circulate copies of the Orders to the county branches of the National Farmers' Union and they are sent out to all their members and so on, and of course they have also a legal service which is very helpful ; so I would say that distinctly on the employers' side it has brought men into the organization. I do not say they would not have been there without it, but so far as one can test it it would seem to have had that effect. On the workers' side, however, I think the wages are still so low and the margin is so small that I cannot say the Act has brought people into the unions.

L-1244. You say the wages are so low. Before the inauguration of the minimum wage in agriculture it was notorious, I think, that the wages paid lagged behind the cost of living. Would you say that with the protection afforded by the Minimum Wage Act the agricultural worker's wage has at least kept pace with the cost of living ?—The relative position of wages to-day in relation to the cost of living is substantially better than it was before the war.

L-1245. Do you attribute that to the Minimum Wage Act ?—I have no doubt whatever that the present depression in agriculture would have had the result of placing the ordinary agricultural labourer on a lower wage than he is now getting if it were not for the protection afforded by the Act of 1924.

L-1246. Do you purposely avoid saying " below a living wage " ?—That I could not say. I do not know what the farmers would have done ; it is rather hypothetical. One knows, of course, that before the war there were counties in which the cash wage, at any rate, was a surprisingly low figure ; one has seen figures of 13 and 14 shillings a week quoted. Of course, you must go into them very carefully before you accept those figures, because the wage was often supplemented by payments in kind which were of really substantial value, but even so, with only 13 shillings a week in cash coming into the home, it must have been a very difficult thing for some of those men to live.

L-1247. Is there a feeling now that the Minimum Wage Act does in fact stand between the agricultural worker and an undue depression of his standard of living ?—I think that is a very general feeling, yes.

L-1248. *Sir Alexander Murray* : And also that it stands between the farmer and a living ?—I would say that at the present time the profits, such as they are, derivable from the cultivation of the land have, by this Act, been transferred much more from the farmer to the worker than they would have been if the Act had not been there.

Sir Alexander Murray : A very good reply !

L-1249. *Mr. Joshi* : In fixing the minimum wage you say in your memorandum the standard taken is that which will enable a man to support himself and his family. Do I take it, therefore that no account is taken of the wages that are earned by his wife or children ?—No.

L-1250. Further on you refer to overtime rates. Are overtime rates higher than the ordinary rates ?—Yes, usually.

L-1251. How much ?—I think they are 1¼ times the ordinary rate.

L-1252. Is that fixed by regulation ?—That is by Order, yes.

L-1253. *Sir Alexander Murray* : I see that the passage about " such standard of comfort " that we have been referring to goes on to say " and further, that the wages should be such as in the Board's opinion were equivalent to wages for an ordinary day's work at the rate of at least 25 shillings a week ". That refers to the old Act ?—Yes, the 1917 Act.

L-1254. Is there anything like that in force now ?—There is no specified minimum in the existing Act. No money value is mentioned in the existing Act.

L-1255. There is that difference between the previous and the present Act, that whereas there was this minimum in the previous Act there is none now ?—There is none now.

L-1256. So the present Act represents an attempt to arrive by agreement at a suitable rate ?—Yes, that is so.

L-1257. Later on you refer to benefits such as a cottage, board, lodging, milk and various other things. Do the Committees put a value on that ?—Yes. For instance, they may put a value of 2 or 2|6*d.* or 3 on a cottage.

L-1258. And they include that, therefore, along with the wages ?—Yes.

L-1259. In the tables that we have here ?—That is so. If, for instance, the minimum wage in a particular area was 31 shillings a week, and a man was living in a provided cottage for which the Order enabled the farmer to deduct 3 shillings, the man would in fact receive 28 shillings in cash.

L-1260. *Mr. Clow* : The reduction is irrespective of the accommodation ?—Yes. The Order generally states a flat rate for a cottage in a particular area, but any individual occupier of a cottage can, if he wishes, apply to the Committee to reduce that rate in respect of his cottage, owing to inadequate accommodation or for other reasons.

L-1261. *Sir Alexander Murray* : I believe Mr. Clow asked you this question but I am not sure I caught your answer. What is the real difficulty in fixing piece-rates, say for hop picking or berry picking or anything that can be standardized like that ?—I imagine the real difficulty is that in hop-picking districts, as far as I know, the rates do in fact vary considerably from farm to farm according to the conditions.

L-1262. But presumably the piece-rate might vary equally as well the time-rate ?—If the Committee fixed the rate, it would have to be at the bare minimum ; the Committee could not have varying rates. After all, all this Act does is to require the Committee to fix *minimum* rates, though in practice they become standard rates very generally.

L-1263. Too often ?—Very nearly always, and therefore the Committee would be shy about fixing a rate which was the lowest rate which was reasonably possible in a particular district, because it might become the standard throughout the entire county.

L-1264. *The Chairman* : You might be paying the same rate for hoeing on stiff clay as on easy marl.—Exactly.

L-1265. *Mr. Clow* : I also understood you to say that in those industries as a rule it is so much higher than time wages that there is not the

same necessity ?—That is so. The ordinary worker employed on piece-rates is confident he can earn a higher rate than the minimum hour-rate, and consequently he is not really very interested in the fixing of rates.

L-1266. *Sir Alexander Murray* : What is the actual reason for that difference between industry and agriculture, that in industry the minimum rate is not always the average, whereas in agriculture the minimum rate appears to be the ruling rate ?—It is the minimum rate in agriculture, of course, for the ordinary worker ; cattle-men, beast-men, horse-men and so on get a higher rate. Your question, really, is therefore why the rate fixed for an ordinary man becomes the standard rate for all ordinary men in agriculture.

L-1267. And not in other industries.—Not in other industries which are subject to statutory regulation ?

L-1268. Which are under Trade Boards ?—I am afraid I do not know sufficient about Trade Boards to make any useful comparison, but one has to remember that in agriculture to-day we are passing through a very difficult financial time for farmers. There is probably an adequate supply of labour, though not a large surplus of labour. What the effect would be of a general improvement in trade which attracted more men from the country into the towns and created anything like a shortage of agricultural labour I cannot say, but the effect might well be that a specially skilled man would then have no difficulty whatever in getting a wage above the minimum wage ; but those conditions do not apply just now.

L-1269. Have you any reason to believe that cultivation is going out and land is being put under grass ?—We know that quite a large area has been put under grass.

L-1270. To what do you ascribe that ?—In four words, prices of arable crops.

L-1271. More than the cost of producing them ?—Yes, much more than the cost of producing them.

L-1272. I think you said in reply to Mr. Clow that piece-work in agriculture came in where a man above the average attempted to bargain so that he could earn more than the minimum wage ?—Yes.

L-1273. Supposing a man is below the average, do you think the employer would want to have piece-work to get them up to that standard ? I am putting the converse of what you put to Mr. Clow.—Yes, I think he might, but if he cannot get workers on piece-rates he must employ them on time-rates, and the worker is entitled to his time-rate.

L-1274. You evidently justified the man of the better type going to the employer and saying " I am prepared to work at piece-rates in the hope that I may earn more than the minimum " Would you not justify the employer coming to the worker and saying " I will give you a certain piece-rate which will work out at more than the minimum rate provided you will work to earn that " ?—I do not want, of course, to split words with you, but my observations on that point were not an attempt to justify it at all but merely to explain that in so far as piece-rates do not create a situation of undercutting there is no need for Government interference ; we are not concerned with it. I quite see your point, that the farmer might say it was rather a one-sided bargain, but it does not come before us at all so long as the Act is complied with. That is the limit of my responsibility.

L-1275. In the early part of your memorandum you say : " In fixing minimum time-rates of wages the Board adopted the week as the

basis in the case of male workers, but in the case of female workers the rates fixed were hourly rates ". That was under the old Act ?—The same applies now.

L-1276. Why did they differentiate between the sexes like that ?—It seems rather strange, but I think the explanation is that there are comparatively few women who work all the year round, week after week. Women will come out for seasonal operations—hop picking and so on—or they will give a few hours a day for dairying or something of that sort. One could urge that the system of wage regulation has been very closely associated with the conditions of the industry, and this is one of the aspects of it.

L-1277. Is it within the option of the employer to engage his men by the hour, or must he do it by the week ?—In certain cases, as with an old man, an agreement may be made that he will in fact work four hours a day, and in that case he simply gets the full hour-rate for that smaller number of hours.

L-1278. But take the case of the average able-bodied worker ; has not the employer the option to say " If you work for so many hours a day I will pay you so much an hour " ?—A sort of part-time arrangement ?

L-1279. Yes.—Yes, he can do that, and it applies to people with some other occupation. For instance, a smallholder may be in a position to give a farmer five hours a day, and he can make that arrangement ; in fact they do make it.

L-1280. That is what I was trying to get at, because we have plantations out in India where perhaps a man is not entirely a whole-time worker ; he has probably cultivation of his own ?—We make provision for that in the Orders.

L-1281. Who fixes the hours to be worked ? I see it differs from one county to another ?—Yes. When a Wages Committee fixes the minimum weekly wage it also specifies the hours which it covers ; the two things go together in one Order.

L-1282. They may be 48 or 54 ?—Yes, and they vary from summer to winter.

L-1283. And from county to county ?—Yes. Each county specifies its own hours which, like the minimum wage, vary from county to county. Both the wage and the hours vary.

L-1284. *Sir Victor Sassoon* : It is held by some people that there is no unemployment in agriculture. Do you agree generally with that statement ?—I think the answer to that is that in the last winter, in the winter of 1928|29, we certainly have had a substantial amount of unemployment in certain areas for a few months. It has not been universal, and it has not been for the whole year through. So far as our information goes, the men out of employment in the winter months have all gone back into employment when the spring work came along. But it is quite a new development. I am not in a position, of course, to say whether it is in any way related to this Act, or entirely due to the depression or due to some entirely different reason, but we have seen this development coming along of men " stood off " for a month or two months, or possibly three, in the winter.

L-1285. Would that be universal during the winter months in all districts ?—No.

L-1286. Only in some districts ?—Only in some districts. I think you may say that in the west of England, generally speaking, there is

very little indication of it. It would be very difficult in the west of England to find a regular farm worker, a man entirely dependent on his wages from a particular farm, stood off during the winter months, but we have seen a good deal of it in the east of England, and more particularly in the East Riding of Yorkshire.

L-1287. I take it in the west there would be no possibility of farmers employing more labour during those winter months ?—Possibly the explanation with regard to the west of England is that of course dairying requires constant attention in winter as well as summer. It may not be entirely geographical ; it may have something to do with the industry. There is also, no doubt, the factor that in the arable counties the acute shortage of money has meant that the farmer has not done his hedging and ditching during the winter months to the same extent as he would have done had he had more money with which to pay wages.

L-1288. If the industry were more prosperous it would give more regular employment ?—There can be no doubt about that.

L-1289. There is no shortage of labour in agriculture ?—We often hear of a shortage of skilled labour. I do not think it really means there is an opportunity of employing additional men ; it generally means the standard of skill is less than the farmers would wish. I think if you could provide a more skilled man the farmer would probably sack somebody else ; I do not think it would mean more employment. The word shortage is used, but I think it is misleading.

L-1290. There would be no opening there for the unemployed in industry ?—I think not, no ; not as agriculture is carried on to-day.

(The witness withdrew.)

L16RCL—1,500—1-4-31—GIPS

ROYAL COMMISSION

ON

LABOUR IN INDIA

EVIDENCE

Vol. X—Part I.

BURMA

WRITTEN EVIDENCE

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NOTE TO PART I.

In this part is reproduced the bulk of the evidence submitted to the Commission in the form of written memoranda in reply to the list of subjects circulated in August 1929. In preparing this volume the Commission have sought to retain all matter likely to be of permanent interest to students of the subject, and not available elsewhere. Material supplied to the Commission which has already been printed and published elsewhere has in general not been reproduced. Where memoranda have been abridged all considerable omissions have been indicated in the text.

Terms of Reference.

"To inquire into and report on the existing conditions of labour in industrial undertakings and plantations in British India, on the health, efficiency and standard of living of the workers, and on the relations between employers and employed, and to make recommendations."

Note.—"Industrial undertaking" for the purpose of the Commission is interpreted as in Article I of the Washington Hours Convention, which is as follows :—

"For the purpose of this Convention, the term 'industrial undertaking' includes particularly :—

"(*a*) Mines, quarries, and other works for the extraction of minerals from the earth.

"(*b*) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed ; including shipbuilding and the generation, transformation and transmission of electricity or motive power of any kind.

"(*c*) Construction, reconstruction, maintenance, repair, alteration, or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gaswork, waterwork or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.

"(*d*) Transport of passengers or goods by road, rail, sea, or inland waterway, including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand."

* * * * * * * * * *

The competent authority in each country shall define the line of division which separates industry from commerce and agriculture.

M15RCL

LIST OF SUBJECTS.

I. Recruitment.

(1) *Origin of Labour.*
- (i) Extent of migration.
- (ii) Causes of particular streams of migration.
- (iii) Changes in recent years.

(2) *Contact with villages.*
- (i) Extent and frequency of return.
- (ii) Extent of permanent labour force.

(3) *Methods of recruitment.*
- (i) Existing methods.
- (ii) Possible improvement.
- (iii) Public employment agencies.
  - (*a*) Desirability of establishing.
  - (*b*) Possibility of practical schemes.

(4) *Extent and effects of disturbance of family life.*

(5) *Recruitment of seamen.*
- (i) Existing practice.
- (ii) Effect of changes introduced in Calcutta.
- (iii) Suggestions for improvement.

(6) *Recruitment for Assam.*
- (i) Need of retention of control.
- (ii) Administration of present system.
- (iii) Composition and working of Assam Labour Board.
- (iv) Defects of existing Act and system.
- (v) Possible substitutes.

(7) *Unemployment.*
- (i) Extent and character.
- (ii) Extent to which caused by—
  - (*a*) Retrenchment or dismissals.
  - (*b*) Voluntary retirement.
  - (*c*) Other causes.
- (iii) Possible methods of alleviating and remedying distress.
- (iv) Unemployment Insurance.
- (v) Application of International Conventions relating to unemployment.

(8) *Labour "turnover."**
- (i) Average duration of employment.
- (ii) Extent of casual employment.
- (iii) Absenteeism.
  - (*a*) Extent, character and causes.
  - (*b*) Seasonal or otherwise.
  - (*c*) Time and wages lost.

(9) *Apprentices Act*, 1850.
Value of.

* This word should be read as indicating generally the changes in composition of the labour staff of an undertaking.

II. Staff Organisation.

(10) *Details of organisation, administrative and departmental.*

(11) *Selection of managing staff.*

(12) *Recruitment and training of supervising staff, superior and subordinate.*

(i) Methods in force.

(ii) Facilities for training and promotion of workmen.

(13) *Relations between staff and rank and file.*

(i) Relations generally.

(ii) Value and defects of system of employing jobbers.

(iii) Works Committees: their constitution, extent and achievements.

(iv) Works Councils and Industrial Councils.

(14) *Timekeeping, piecework, contract and attendance registers.*

(i) How and by whom kept and checked.

(ii) How and by whom wages actually paid to workers.

(15) *Contractors as intermediaries.*

(i) Extent and character of work given on contract.

(ii) Extent of sub-contracting.

(iii) Control exercised over working conditions.

(iv) Effects.

III. Housing.

(16) *Extent to which housing is provided.*

(i) By employers.

(ii) By Government or other public agency.

(iii) By private landlords.

(iv) By workers themselves.

(17) *Facilities for acquisition of land for workers' houses.*

(18) *Nature of accommodation provided in each class.*

(i) In relation to workers' demands.

(ii) In relation to best type from health point of view.

(iii) Provision made for lighting, conservancy and water supply.

(19) *Utilisation by workers of accommodation available.*

(20) *Rent-rates in various classes.*

(21) *Special problems arising in connection with various classes of housing.*

e.g. Subletting;
Occupation of employers' houses by tenants in other employ;
Eviction.

(22) *Moral effect on worker of industrial housing conditions. Improvements tried and suggested.*

IV. Health.

(23) *General health conditions of workers.*

(i) Figures of mortality.

(ii) Birth rate and infant mortality.
Methods of registration.

(iii) Working conditions—
  (*a*) at work places ;
  (*b*) at home.
(iv) Dietary.
(v) Physique.
(vi) Effects of disturbance of sex ratio in industrial cities.
(vii) Relation between housing and mortality.

(24) *Extent of medical facilities provided.*
(i) By employers.
(ii) By Government.
(iii) By other agencies.
(iv) Provision for women doctors, trained midwives or dais.

(25) *Extent to which medical facilities are utilised.*
(i) Generally.
(ii) By women.

(26) *Sanitary arrangements,* (a) *at work places,* (b) *at home.*
(i) Latrines.
(ii) Drinking water.
(iii) Bathing and washing.

(27) *Extent and nature of official supervision.*
(i) Work of Boards of Health in special areas.
(ii) Inspection of plantations.
(iii) In mill and other industrial areas.

(28) *Suitability of existing Factories and Mines Acts and Rules.*
(i) Control of temperature in factories.
(ii) Control of humidification in cotton mills.
  (*a*) Nature of action taken by Local Governments.
  (*b*) Results.

(29) *Disease.*
(i) Prevalence of industrial diseases.
(ii) Prevalence of cholera, malaria, hookworm and other tropical diseases.

(30) *Sickness insurance.*
(i) Suitability of International Labour Convention.
(ii) Possibility of introducing other systems.
(iii) How to meet difficulties arising from non-acceptability of Western medicine, paucity of medical men, migration of labour, finance.

(31) *Maternity benefits.*
(i) Extent and working of existing schemes (including allowances given before and after childbirth).
(ii) History of central and provincial Bills.
(iii) Possibility of legislation.

V. Welfare (other than **Health** and **Housing,** but including **Education).**

(32) *Extent of welfare work.*
- (i) By employers.
- (ii) By other agencies.

(33) *Employment of Welfare Officers and workers.*

(34) *Nature of other Welfare activities,* (a) *by employers* (b) *by other agencies.*
- (i) Provision for refreshments, shelters and crèches.
- (ii) Provision for physical culture, recreation and amusements.
- (iii) Other activities.

(35) *Results achieved.*

(36) *Provision of educational facilities by employers—*
- (i) For adult workers.
- (ii) For half-time workers.
- (iii) For workers' children.
- (iv) Extent to which used.

(37) *Desirability and possibility of provision for old age and premature retirement.*

(38) *Co-operation.*

(39) *Possibility and desirability of a Statutory Miners' Welfare Fund.*

VI. Education.

(40) *Facilities for general education in industrial areas.*
- (i) Of children not in employment.
- (ii) Of children employed in factories.
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2	Mr. A. R. Oberlander	General Superintendent.			
3	Mr. A. B. Colquhoun	Mine Superintendent.			
4	Mr. C. A. Renou ..	Chief Timekeeper.			
5	Mr. R. A. Sharpe ..	Chief Accountant.			
6	Mr. H. T. Taylor ..	Forest Manager.			
7	Mr. L. McDonough	Railway Manager.			
8	Dr. J. O. Hamilton	Chief Medical Officer.			
9	Mr. J. Webster ..	Labour Superintendent, Burmah Oil Co., Yenangyaung.		36—68	18—33, M.-151.
10	U Ba Than ..	Honorary Secretary.	Representatives of the Burma Labour Union, Yenangyaung.	..	34—39, M.-281.
11	U Tin Gyi ..	Head Driller, B. O. C.			
12	U Thu Daw ..	Pleader and Twinsa.			
13	U Tha Za ..	Well puller, B. O. C.			
14	U Khant ..	Blacksmith, B. O. C.			
15	Ali Hamid ..	Turner, B. O. C.			
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18	Mr. J. H. Hunter ..	Assistant General Manager in India.	Representatives of the Burmah Oil Co., Ltd., Yenangyaung.		
19	Mr. J. Webster ..	Labour Superintendent.			
20	Mr. J. Dalgleish ..	Agent, Khodaung Oilfield.			
21	Mr. Marr Grieve ..	Superintending Engineer.		36—68	40—67, M.-345.
22	Mr. H. D. Kippen ..	Fields Accountant.			
23	Mr. G. S. Terry ..	Fields Medical Officer.			
24	Mr. W. B. Crawford	Assistant Fields Medical Officer.			
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26	Abdul Huk ..	Seaman	Crew of P. S. "Taping".	..	78—79, M.-653.
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29	Mr. A. B. Mehta ..	President	Representatives of Burma Indian Chamber of Commerce.	108—113	82—95, M.-699.
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64	Mr. J. R. D. Glascott, C.I.E.	Agent .. (Representatives of the Burma Railways.)	..	
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69	Mr. J. C. Hope ..	Acting Works Manager. (Representatives of the Burmah Oil Co's. Refinery Works, Syriam.)		
70	Mr. T. B. Gibson ..	Acting General Manager. (Representatives of the Burmah Oil Co's. Refinery Works, Syriam.)	36—68	224—232, M.-2357.
71	Mr. H. McIntosh ..	Chief Works Assistant. (Representatives of the Burmah Oil Co's. Refinery Works, Syriam.)		
72	Mr. E. M. Shelverton	Labour Welfare Superintendent. (Representatives of the Burmah Oil Co's. Refinery Works, Syriam.)		
73	Mr. A. B. Mallett ..	Assistant Manager. (Representatives of Messrs. Bulloch Bros., Ltd., Agents, British India Steam Navigation Co., Ltd.)	31—33	233—243, M.-2475.
74	Mr. J. C. Treleaven	Cargo Superintendent. (Representatives of Messrs. Bulloch Bros., Ltd., Agents, British India Steam Navigation Co., Ltd.)		
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79	Mr. Thaver ..	One of the proprietors. Representatives of Messrs. Thaver Bros., Labour Contractors, Rangoon.	..	263—270, M-2800.
80	Mr. Mani Iyer ..	Head Clerk.		
81	Mr. H L. Nichols, I.C.S.	Revenue Secretary.		
82	Mr. B. W. Swithinbank, I.C.S.	Secretary, Dept. of Local Self Government.		
83	Mr. A. J. Page, I.C.S.	Director of Statistics and Labour Commissioner. Representatives of the Government of of Burma.	1—27	270—299, M-2924.
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GOVERNMENT OF BURMA.

I.—Recruitment.

1. *Mr. A. J. Page, Labour Statistics Officer, Burma.*—The labour force in Burma is drawn from a very wide field. Representatives of nearly all the races of the neighbouring countries may be found employed side by side with the indigenous people. The following figures, though somewhat out of date as they were taken at a special industrial census in 1921, give a rough idea of the distribution of the labour force according to race and skill :—

Number of Labourers in Industrial Establishments employing ten or more persons.

Race.	Number of Labourers.		
	Skilled.	Unskilled.	Total.
European and Anglo-Indian	421	170	591
Chinese and Japanese	1,545	3,158	4,703
Home races	8,048	19,985	28,033
Indians	12,533	61,983	74,516
Total ..	22,547	85,296	107, 843

A more modern sample of the distribution may be given from the record of some dockyard figures supplied in 1927.

DALLA DOCKYARD.

Strength of Labour employed.

Race.	Skilled.	Unskilled.	
		Direct.	Contract.
Anglo-Indians	14	..	..
Burmans	812	..	..
Chinamen	126	..	35
Chittagonians	216	..	40
Telugus	187	808	415
Tamils	9	..	..
Uriyas	461	8	228
Other Indians	144	113	52
Total ..	1,969	929	770

It may also be of interest to show, by races, the occupations of the skilled workers in this dockyard list. They were as follows :—

Chinese	Boilermakers, Carpenters, Electricians.
Burmese	Carpenters, Electricians, Platers.
Uriyas	Platers, Vicemen, Iron Caulkers, Iron Drillers, Platers, Machinemen.
Punjabis	Blacksmiths, Vicemen.
Bengalis	Platers, Machinemen.
Hindus	Blacksmiths.
Chittagonians	Riveters, Engine Tindals.
Telugus	Painters.
Tamils	Coremakers.

As regards unskilled labourer, shipping and wharf coolies are all Telugus mostly from the Godaveri and Kistna Districts whilst the Uriya and Telugu paddy carriers employed in the rice mills come from the Ganjam and Vizagapatam Districts of the Madras Presidency. The coolies

employed on cargo boats who are recruited locally are mostly Telugus from Coromandel ports. For landing coal from the boats Tamils and Uriyas are ordinarily employed. They are recruited from India whereas the coolies employed in landing salt are usually Telugus recruited locally. The coolies employed by the Rangoon Corporation, about 5,000 in number are mostly Telugus. So too are the rickshaw pullers, who recently were estimated to be over 8,000 strong, their original habitat being mainly Vizagapatam though some come from Nellore. Sampanwallahs who in Rangoon alone number nearly 5,000 are all Chittagonians. They may be found pursuing the same occupation over all the waterways of the province though in Upper Burma Burmans to a large extent compete with them.

Of other races so far not mentioned, note may be made of the Maingthas who come in across country from China to work in the Ruby Mines in Mogok and to do other unskilled labour in that part of the world or the neighbouring Shan States and also of the Gurkhas who are attracted by work in the Burma Corporation's Mines at Namtu.

Dock Labourers.— Except rice and timber which are brought in cargo boats from the mills to the steamers all important exports find their way into the steamers through the wharves. The goods are moved from the Port Commissioners' godowns to the crane at the wharf head and attached to the sling by the coolies employed by their labour contractor. In the case of rice and timber the mill enters into a contract with a cargo boat owner for the supply of the necessary boats, and the boats are loaded by the coolies on the mill establishments. On arrival alongside the ship the crew of the boat fastens the goods on to the sling coming down from the ship and there their duty ends. The work of lifting the cargo from the wharf or cargo boat, as the case may be, lowering it into the ship and packing it in the hold, is done by the stevedore coolies.

As regards imports all cargo other than coal and salt is discharged from steamers on to the wharf head. This is done by the stevedore coolies. The cargo is then moved into the Port Commissioners' godowns by the coolies employed by their labour contractor. Coal and salt are handled in a different manner and the work is done by a separate set of coolies.

Dock labour in Rangoon has therefore been taken to include stevedore coolies, wharf coolies, cargo boatmen and coal and salt coolies and is discussed separately under these heads.

Stevedore Coolies.—All the shipping companies, except the British India Steam Navigation Company, enter into a contract with a stevedore for the proper storage in the hold or the discharge out of it of the cargo carried by their steamers. The stevedore obtains his labour requirements through his head maistry who is in some cases on a contract with him. The British India Steam Navigation Company, on the other hand, have a Cargo Superintendent who does this work and he is given a head maistry and a labour clerk on fixed salaries.

Stevedore coolies work in gangs, the strength of each gang varying with the commodity handled. Ordinarily, there is one gang for each hatch, made up as follows :—

Gang Maistry	1
Winchmen	2
Kamalis*	4
Coolies	14†

The rates usually paid by the stevedores to the head maistry are :—

		Rs. A. P.		Rs. A. P.	
Winchmen	From	2 2 0	to	2 4 0	per shift.
Kamalis	„	2 12 0	„	2 13 0	per shift.‡
Coolies	„	1 8 6	„	1 9 0	per shift.

Except in one firm of stevedores head maistries are not paid anything by the stevedores. They usually make deductions of one anna per head from the rates given them by the stevedores. But where coolies are paid Rs. 1-8-6 per shift a deduction of only half an anna is made. These are the main sources of the head maistry's income.

Except in the Cargo Department of the British India Steam Navigation Company where he is paid a daily wage of Rs. 1-13-0 the gang maistry is treated as a coolie in respect of wage.

But there is a custom whereby the number of coolies actually working in a gang is one short of the number ordered by the stevedore, and the wages of this coolie are also taken by the gang maistry. Except in the case of the British India Steam Navigation Company, wherse gang maistries and winchmen are paid direct by the Cargo Superintendent, payment of wages is made to the head maistry who distributes them to the gang maistries, winchmen and kamalis. The gang maistry distributes the wages to the coolies.

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*Kamalis are coolies skilled in packing cargo.

†In the case of some of the smaller steamers the number of coolies is usually 12.

‡The British India Steam Navigation Company's rate is Rs. 1-13-0 as their steamers have short voyages and experienced kamalis are not required.

Stevedore gangs work in shifts, one from 6 or 7 A.M. to 5 P.M. and the other from 6 or 7 P.M. to 5 A.M., *i.e.*, from 10 to 11 hours a day. The work goes on without any break, the operatives taking a short time off by turn for refreshments, etc. The demand for stevedore labour is not uniform, the busy season being from January to April when there is a heavy export trade in rice. The other exports and imports provide more or less uniform work to the stevedores throughout the year. A stevedore coolie works on an average about 4 or 5 days a week. The number of coolies engaged in stevedoring is between 3,000 and 4,000, the majority of whom are Telugus from the Godaveri and Kistna Districts of the Madras Presidency.

Wharf Coolies.—As explained already the labourers dealt with in this paragraph are on the establishment of the labour contractor employed by the Port Commissioners and work in conjunction with the stevedore coolies. The contractor is under an agreement with the Port Commissioners for the performance of the work of loading and unloading seagoing ships at their wharves and jetties. Payment to the contractor is made on the basis of the tonnage of cargoes landed and shipped by his agency. He employs for the purpose 16 permanent gangs of 15 men each including the maistry. The maistries are paid Rs. 40 per mensem and the coolies Rs. 30 to Rs. 35. Besides these 240 labourers he has about 60 gangs of similar composition who are engaged when required. In these gangs the maistries are paid Rs. 3 per day, and the coolies Rs. 1-8-0 per day. All these wharf coolies are Telugus, most of them coming from the Godaveri and Kistna Districts of the Madras Presidency but a few come also from the Vizagapatam District.

Stevedore and wharf coolies are recruited locally. Normally no advances are given, but small amounts are paid in advance to gang maistries in the busy rice milling season with the object of obtaining a hold on them. These advances are recovered from their bills.

Cargo Boatmen.—In 1927 the number of cargo boats registered was 770 and the crew prescribed for these on the basis of tonnage capacity was 6,432. But very few, if any, cargo boats have their full complement. As a rule cargo boats contain about three-quarters of the number for which the owner pays, the wages of the absent men being shared by the tindal and his assistants. Taking this into consideration, the number of men employed in cargo boats in Rangoon may be estimated at 4,800. They are mostly Telugus from Coromandel ports and are recruited locally. During the busy season—January to February or March—tindals are usually paid Rs. 25 and the crew Rs. 18 per mensem, and for the rest of the year Rs. 20 and Rs. 14 respectively.

Coal and Salt Coolies.—Coal and salt work is included in the contracts entered into by the shipping companies with the stevedore. The latter obtains his supply of labour from a maistry whom he pays at so much per ton handled. This maistry is different from the stevedore's head maistry.

When coal is discharged, from 14 to 20 men (Tamils) are employed at each hatch. The two winchmen and the foreman are paid by the maistry a daily wage between Rs. 2-4-0 to Rs. 3 each. Ten or twelve men stay in the hold filling the tubs, while two stand at the edge of the steamer and pour the contents of the tub into the boat. These men are given Rs. 2 each per day.

For shifting coal from the hold to the bunker, boys are usually employed as the low roof of the hold does not admit of grown-up adults moving about with ease. These boys are usually paid a rupee each per day while the men who trim the coal in the bunker receive Rs. 2 each per day.

Salt is discharged in the same way as coal except that each tub is weighed before the contents leave the ship. In addition to the foreman and winchmen between 25 and 30 men are employed at each hatch. They are usually Telugus and are paid Rs. 1-8-0 a day. There is no change in the personnel or wage of the foreman and winchmen, whether coal or salt is handled, as the same maistry does the work in both cases.

The operations connected with the transport of coal or salt between the steamer and the depots or godowns on the shore are carried out by a boat owner who enters into a contract with the importers for the purpose. For landing coal from the boats, Tamils and Uriyas are ordinarily employed. They are usually recruited from India and the methods of payment adopted are very similar to those described in the case of paddy carriers in rice mills. The salt coolies, on the other hand, are usually Telugus and are recruited locally. They are paid at daily rates which vary from Re. 1 to Rs. 1-8-0. The number of men engaged in handling coal (including those at discharging and bunkering coal) is about 2,000 of whom two-thirds are Tamils and the rest Uriyas.

Mines.—Mr. T. Couper, I.C.S., Financial Commissioner, Reserved Subjects, Burma.—Mechanics and skilled labourers in the mines in Burma are imported from Rangoon and India. Unskilled labour is for the most part Indian, but is recruited in general in the neighbourhood of the mine. The Namtu-Bawdwin mine to which the Chief Inspector of Mines refers at page 6 in his Report for 1927, employs Yunnanese and Gurkhas and Maingthas are employed in the Ruby Mines. In Tavoy and Mergui the workers are mostly Chinese and Indian, the Chinese being the more numerous. In some mines a few Uriyas are imported from India. Two stone

quarries in Toungoo and one in Thaton are worked by convict labour and ticket-of-leave prisioners.

1. (*i*) *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The following table gives the number of Immigrants and Emigrants to and from Burma in the last 24 years :—

Year.	Emigrants from		Immigrants into	
	Rangoon.	Burma (including Rangoon).	Rangoon.	Burma (including Rangoon).
1905	124,631	175,703	185,579	238,540
1906	246,968	319,834	291,741	360,552
1907	226,966	267,612	269,701	271,132
1908	227,568	301,059	252,075	319,271
1909	253,349	327,586	259,462	328,143
1910	217,111	298,613	268,107	331,170
1911	221,981	311,574	289,445	368,383
1912	240,917	331,520	256,985	327,582
1913	271,687	355,397	313,039	380,216
1914	73,242	146,285	216,841	268,416
1915	198,715	249,076	291,968	338,890
1916	200,898	252,348	229,159	259,578
1917	216,910	237,184	206,789	223,133
1918	206,280	234,237	238,138	259,922
1919	200,646	219,087	271,453	284,779
1920	217,212	247,985	316,837	341,180
1921	266,892	303,806	306,432	331,992
1922	266,398	310,331	320,606	360,038
1923	243,886	295,320	342,161	382,724
1924	265,354	315,833	347,401	388,205
1925	301,896	350,974	330,212	372,733
1926	292,394	342,597	370,034	408,464
1927	311,895	361,291	386,992	428,343
1928	291,162	333,006	385,623	418,698

Excluding the war years 1914 to 1919 these figures show an average yearly excess of immigrants over emigrants of 44,851 or roughly 45,000. This large excess is not reflected in the census figures as shown in the following table calculated by Mr. Grantham in the 1921 Census Report :—

Census.	Indians in Burma (nearest whole thousand).			Percentage of females to total population.
	Persons.	Males.	Females.	
1921	887	654	233	26·27
1911	745	558	187	25·10
1901	590	442	148	25·08

It will be seen that the average yearly increase between 1901 and 1921 is about 15,000. The other 30,000 must be written off against the death rate which on the central figure in 1911 of about 750,000 would be 40 per thousand of the Indian population, a not unlikely figure.

The migration table given above relates solely to transit by sea and does not take into account migrations over the land borders. Of these perhaps the largest is the seasonal human ebb and flow between Chittagong and Arakan but as this is largely for agricultural purposes it is not relevant to our present subject. A small proportion of these immigrants is of course industrial, finding employment during the busy season in the Akyab rice mills.

2. (*i*) *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—No statistical information is available on this head. Even if enquiries were made by questioning returning coolies on the wharf it would be difficult to obtain reliable figures relating only to industrial workers for the coolies may have been engaged for the season in Burma on industrial work and may be returning

to their homes to do the seasonal agricultural work in their own homes. Or they may have been engaged partly on agricultural work and partly on industrial work in Burma, passing from the one to the other as the demands for labour required. Bearing in mind this impossibility of distinguishing between the supply of agricultural and of industrial labour we may quote Mr. Bennison who writes: * " November and December are the heaviest months for immigrant traffic and March, April and May the heaviest for emigrant traffic. The majority of Indian labourers come to Burma because of economic pressure, a bad harvest in Madras being usually followed by a heavy influx of immigrants. The labourers who come in November and December do not ordinarily go back in the ensuing April-May. Their object in coming to Burma is to save as much as possible and as a rule they stay for two or three years or for even longer periods before going back."

(*ii*) The only information we have under this head is such as may be extracted from the Imperial Tables XXII in the Burma Census Report relating to the Special Industrial Census held in 1921. From that source we find that of 67,668 male and female skilled and unskilled labourers from outside Burma only 3,116 returned themselves as permanent residents in Burma. Though this is no indication of the extent of the permanent labour force in Burma it is interesting as showing what a small proportion of that force in 1921 recruited from outside the province looked upon Burma as its final home.

Part II of the same table shows that 19,347 labourers in certain selected industries out of 97,199 belonged to the home races. If to this 20 per cent. we add another 10 for persons of non-Burman origin who can be considered as settled in the country we may take the permanent labour force in the country as not more than 30 per cent. of the whole labour force.

3. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The following extract from Mr. Bennison's report (paragraph 182 *ff*) which refers specifically to the supply of unskilled labour in rice mills may be taken as typical of the methods usually employed in all industries in Burma where the system of maistry or contract labour prevails:—

" The general practice in all rice mills of any size is for the employer to enter into a contract with a maistry for the supply of unskilled labour for the various operations carried on from the point at which paddy arrives at the mill to the point at which rice is shipped into cargo boats for export. In most contracts no mention is made of the number of workmen required: the maistry agrees to supply sufficient labour as and when required day or night at the piece rates laid down in the contract. A sum of money usually between Rs. 3,000 and Rs. 5,000 is always deposited by the maistry with the firm as security for the due performance of his duties under the contract, and this deposit is liable to be forfeited if the maistry fails to discharge his obligation. In some cases the person who obtains the contract does not carry out any part of the work himself, but gives it out to another contractor. This sub-contractor has, of course, to pay a substantial sum for obtaining the work. The existence of this sub-contractor may not be known to the employer who deals only with the person who signs his contract.

The person who arranges for the supply of the labour at the mill is generally known as the head maistry. In most mills the bag carriers are recruited, paid and supervised by the head maistry himself, but in the case of the other coolies this is usually done by sub-maistries. Sometimes a head maistry may have a few of his own paddy carriers, and very occasionally there are sub-maistries for the bag carriers. The head maistry is ordinarily paid a premium by each of the sub-maistries in charge of bagging and stitching for the privilege of getting the work. In a mill which runs for the greater part of the year and where the outturn is fairly large, this premium may be as much as Rs. 500 per year. No such payment is made by the sub-maistries in charge of paddy carriers.

Most of the paddy carriers are recruited in India. The sub-maistries either themselves go to India or send their agents there about October to negotiate with prospective recruits. These recruits are generally well-known to the sub-maistries and are often residents of the same or a neighbouring village. Advances are paid to them, and with this advance the recruit may pay off any small debt outstanding; he also leaves a certain amount with his family to cover their maintenance charges for some weeks. The recruits are then brought to Rangoon by the sub-maistries or their agents who bear all the expenses for the journey. On arrival in the mill the recruits are usually made to sign their names or give their thumb impressions on a printed form of agreement or on a piece of blank paper. The amount is afterwards entered by the maistries. Sometimes they are made to sign promissory notes for sums never less than the total amount spent on them.

In addition to the men recruited in India a fairly large number of paddy carriers is recruited locally. These coolies have usually come to Rangoon independently of the maistries. They divide themselves into gangs each of which nominates a leader from among its members and they visit the mills just before they begin to get busy, see the head maistry and come to an understanding with him about the wages to be paid. They usually remain in the mill during the busy months only and are ordinarily given what is known as *backsheesh*. This *backsheesh* which is first

*Report of an enquiry into the Standard and Cost of Living of the Working Classes in Rangoon, by J. J. Bennison, I.C.S., 1928, paragraph 237.

given as a loan is eventually treated as a gift if the men receiving it serve under the head maistry until the close of the busy season. The head maistry holds the leader responsible for all his men.

Apart from these two classes of paddy carriers who are paid at piece rates a few coolies are sometimes obtained locally by the head maistry and paid at daily rates. This usually happens only when the mill is very busy and the number so employed is ordinarily very small."

The abuses to which this maistry system gives rise are many, the main fault being that so much of what the labourer should receive goes into the pockets of middlemen. For the same reason the system is expensive to the employers but so long as the demand for labour is so highly seasonal—and it is doubtful whether in Rangoon it can ever be otherwise—it is difficult to see how any other system such as a public employment agency is going to solve the problem.

4. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—Here again we may quote Mr. Bennison (paragraph 241):—

"Most of the married Indian labourers who come to Burma leave their wives and families in India. They naturally do not want to be bothered with their wives and children in a new country where they are not certain of obtaining work and where they do not intend to reside permanently. There is also the caste prejudice against travelling by sea which is particularly strong with Uriyas. Then there is the difficulty of finding suitable accommodation since married quarters are ordinarily not provided in factories and rents in the town are very high. The ratio of males to females (all classes) at the 1921 Census varried from about 2 : 1 in the case of Tamils to about 40 : 1 for Chittagonians. Tamils do not appear to be so strict regarding their caste as the other Indian races. The majority of Indian labourers have therefore practically no home life during their sojourn in Burma and this is apparently largely responsible for many of their vices here. The presence of a large number of men living away from their families gives rise to traffic in women and prostitution. In the absence of their families they take more readily to drinking and to a certain extent to opium eating also."

5. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The regular lines of steamers such as the Bibby and Henderson lines recruit their men from Chittagong, crews which have signed on in Rangoon for a given period being paid off and repatriated on their return to that port. At the same time new crews are brought down from Chittagong to take the places of those who have left.

A certain amount of recruiting for other steamship lines takes place in Rangoon mostly amongst Chittagonian sampanwallahs and men of the same race. These lines are said to keep their agents to do this recruiting work but the number of men involved must be small and the whole matter as far as Rangoon is concerned calls for no special comment.

7. (*i*) *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—No statistics are available regarding the extent of unemployment in Burma. A certain amount exists as may be seen by the numbers of coolies hanging round bazaars and such places in the hope of picking up odd jobs. It is possible that there is relatively more unemployment amongst persons of higher grades many of whom have drifted across to Rangoon from Calcutta, Madras and other large centres in the hope of finding work in Burma.

7. (*v*) *Application of International Conventions relating to Unemployment.*—Nothing in this respect has been done in Burma.

II.—Staff Organization.

Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.—Apart from what has already been said about maistries or contractors under head I—Recruitment, no other official information is available under this head.

The questions involved are such as can be answered more appropriately by representatives of the commercial world.

III.—Housing.

Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.—In the large mills and factories in Rangoon some sort of housing accommodation is usually provided for the majority of workers but in the smaller mills and factories housing is either not provided at all or, if provided, can accommodate only a very small proportion. The accommodation provided is usually in the form of barracks which are suitable only for single men. In most of the rice mills married workers are employed but in practically all of them married quarters are not provided. These families put up improvised gunny, plank or mat partitions for purpose of privacy. Not having been provided for in the original plans as passed by the Buildings Department of the Corporation, they are often objected to by the Corporation authorities.

The Indian working classes who are not provided with quarters by employers usually obtain accommodation in the buildings registered in the Municipal books as lodging houses. It is not unusual to find a tenement room $12\frac{1}{2}' \times 40'$ occupied by as many as 40 or 50 people. The practice is for the room to be taken out by a maistry at a fixed rent and with a view to making as

much profit as possible he crams it with as many coolies as it will hold. In some rooms there are two sets of tenants one set occupying it during the day and the other during the night. Families are often found in these lodging houses, gunny-bag partitions being erected to secure a certain amount of privacy. In the dry season the men usually sleep on the footpaths and pavements and use the rooms only for cooking food and for storing their belongings—usually a dealwood box. But during the rains they crowd into these lodging houses until there is hardly an inch of space left either inside the room or outside on the stairs. In view of its important bearing on the general health of the city this matter has recently been investigated and reported on by a Special Committee appointed by the Local Government to enquire into the Public Health of Rangoon, and some of their recommendations in this connection which might be found to be of some interest are summarized below :—

(1) That all employers, whether commercial bodies or public bodies, should provide their permanent labour force with suitable accommodation of an approved type. Insanitary cooly barracks should be condemned.

(2) The lodging houses accommodating casual and temporary labour should no longer be permitted in that part of Rangoon between Godwin Road and Judah Ezekiel Street, and that the construction of workmen's chawls in suitable sewered localities should be undertaken.

(3) That a rest-house to accommodate 5,000 should be erected on the foreshore for labourers disembarking in Rangoon, and proceeding up-country, or returning from the mofussil for embarkation in Rangoon.

In connection with an enquiry made in 1926 at the instance of the international Labour Office as to the nature and extent of welfare work performed by employers, information regarding housing accommodation provided by them was received from 297 establishments in the Province. Out of 91,984 workers employed in these establishments, 53,887 workers were provided with housing accommodation. Practically all the quarters were rent-free, but the Burma Railways, which had quarters for 2,892 workers at Insein, Mahlwagon and Myitnge, let them free of rent only to workers drawing under Re. 1 per diem or Rs. 25 per mensem, others being charged a favourable rent.

Mines.—Mr. T. Couper, I.C.S., Financial Commissioner, Reserved Subject, Burma.— Labourers are usually supplied with free quarters. Housing accommodation on the whole is not unsatisfactory. In the Tavoy District overcrowding in the labour camps prevails.

Housing for Dock Labourers.—Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.— The Labour Contractor of the Port Commissioners, it is understood, provides housing for a proportion of the labour force employed by him. The floating population of Indian coolies who are not provided by employers usually obtain accommodation in the buildings registered in the Municipal books as lodging houses. It is not unusual to find a tenement room $12\frac{1}{2}' \times 40'$ occupied by as many as 40 or 50 people. The practice is for the room to be taken out by a maistry at a fixed rent and with a view to making as much profit as possible he crams it with as many coolies as it will hold. In some rooms there are two sets of tenants, one set occupying it during the day and the other during the night. Families are often found in these lodging houses, gunny-bag partitions being erected to secure a certain amount of privacy. In the dry season the men usually sleep on the footpaths and pavements and use the rooms only for cooking food and for storing their belongings—usually a dealwood box. But during the rains they crowd into these lodging houses until there is hardly an inch of space left either inside the room or outside on the stairs.

16. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The Indian Factories Act does not lay upon the employer the duty of providing housing accommodation for his work-people. In spite of this the great majority do provide accommodation and the more enlightened ones have erected very satisfactory houses. Where, however, the employers have erected unsatisfactory lines it is extremely difficult to bring pressure to bear on them as if a standard of housing is asked for which they are unwilling to provide they always have the alternative of providing nothing at all. It is difficult to keep the accommodation provided in a satisfactorily sanitary condition ; the occupants are often not cleanly in their habits.

The cooly barracks are so different in type to the houses to which the work-people are accustomed that some prefer to live away from the factory in huts erected by themselves. This is particularly the case with men who have a family as the accommodation provided by the mills is generally only suitable for single men.

The quarters consist generally of lines, *i.e.*, long buildings divided up into rooms, each room accommodating several men. Both single and two-storeyed buildings are in use and there is generally a verandah in front. This is necessary in the case of two-storeyed buildings as the stairs are placed at the ends of the verandah and this is the only means of access to the central rooms. The buildings are generally of wood with corrugated iron roofs, but thatched roofs are also in common use up-country and buildings entirely made of corrugated iron are also to be found. In the dry zone, huts of mat and thatch take the place of the wood or iron, general in Lower Burma.

(*i*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—In Rangoon most of the large employers of labour provide accommodation for their permanent employees. Temporary employees, if taken on in the busy season, and casual labour have to find shelter in

lodging houses. In Yenangyaung, Syriam and Namtu housing accommodation is provided by the employers.

(*ii*) The Rangoon Port Commissioners, the Rangoon Corporation and the Burma Railways provide quarters for a considerable number, at all events, of their permanent employees.

(*iii*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—According to the Annual Public Health Report of the Health Officer, Rangoon Corporation, for the year 1928, the number of registered lodging houses on the 31st December 1928 was 1,459 and the number of persons permitted to live in these lodging houses was 71,180.

18. *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—Cooly barracks provided by the larger employers of labour and by Government and other public bodies are often quite good, although in many instances this cannot be said, more especially where back to back rooms exist, *vide* Rangoon Health Enquiry Committee's Report,* paragraph 71.

Lodging houses for coolies owned by private landlords are very bad indeed and could hardly be worse—*vide* Rangoon Health Enquiry Committee's Report, paragraph 74. The number of coolies occupying this accommodation was estimated by the Rangoon Health Enquiry Committee at about 100,000.

20 and 21. *Mr. A. J. Page, I.C.S., Labour Statistcs Officer, Burma.*—As regards rent rates in various classes and problems connected with subletting it may be of interest to mention that a Committee appointed by the Local Government is at present engaged upon an enquiry into the effects of the removal in Rangoon of rent control which was introduced as a temporary post-war measure and ceased to exist at the end of 1926. It is expected that facts may emerge which will be of value to the Commission with regard to housing problems and as the labours of the Committee are not likely to extend for more than three or four months their findings should be available for the Commission well in advance of their visit to Burma.

IV.—Health.

23 (*i*) and (*ii*). *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—Unfortunately, we have no separate statistics indicating the health conditions of workers in industrial undertakings (as defined in enclosure No. 1) apart from the general population. Thus it is impossible to illustrate the conditions by means of figures of mortality and morbidity. The only exception to this is the railway workers. The birth-rate and death-rate of railway workers resident within railway limits outside municipal areas in Burma compared with the figures for the whole province are given in the table below which shows the average figures for the past five years :—

Average of the years 1924—1928.

	Population.	Birth-rate.	Death-rate.
Whole Province	10,822,618	26·26	20·41
Railway Colony	7,066	22·07	9·87

Unfortunately the population living within railway limits is so small that the figures are of little statistical value.

There are certain towns in Burma which may be regarded as industrial towns, the four principal being Syriam, Yenangyaung, Chauk and Myitnge, while Rangoon is partly an industrial town. The table below shows the vital statistics of these towns compared with the corresponding urban figures for the province, the mean of the last five years being given in each case :—

	Population.	Birth-rate.	Death-rate.	Infant mortality.
Province Urban	1,240,022	28·09	37·09	303·43
Rangoon	345,505	20·28	33·92	331·89
Syriam	15,193	19·48	24·17	213·94
Yenangyaung	9,515	37·04	47·80	308·72
Chauk	5,617	13·00	48·42	712·33
Myitnge	3,439	37·92	36·23	341·58

The figures given are the crude recorded rates which would require to be corrected for age and sex distribution if a just comparison is to be made.

*Report on the Public Health of Rangoon, 1927, Volume I.

A statement showing the population and death rates of labourers employed by the Port Commissioners during the last five years is furnished below :—

Year.	Population.	No. of deaths.	Death-rate per 1,000.	Infant mortality.
1923-24	4,087	4	·9	*Nil*
1924-25	3,174	9	2·8	*Nil*
1925-26	3,423	11	3·2	*Nil*
1926-27	3,876	10	2·6	*Nil*
1927-28	3,419	7	2·05	*Nil*

(*iii*) Working conditions both at work places and at home vary so enormously that no useful purpose would be served by attempting to describe them in detail.

At work places.—Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—The working conditions vary greatly in the different industries. In the rice mills there is considerable dust formed in two of the operations, (1) hoppering and its ancillary processes, and (2) polishing. The paddy arrives at the mill either by boat or by rail and it is measured before being conveyed in baskets to the godowns. From the godowns it has again to be carried in baskets to the hopper. Considerable dust is given off while the paddy is being handled but although it makes the work unpleasant there seems to be no medical evidence that the dust is harmful. In the polishing process meal dust is given off which does not appear to be injurious although during the dry weather it probably increases the fire hazard in rice mills. In many modern mills the polishing cones are enclosed. The saw mills are sheds open on at least three sides to the open air and are healthy work places. At the cotton ginning factories the kappas is picked over in sheds or in the open air. In the latter case the workers generally erect mat shelters to protect themselves from the sun. In the oil refineries the workmen in the paraffin wax sweating rooms have to work in rather high temperatures as do also men setting bricks in continuous kilns.

(*iv*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—This again varies enormously. Detailed tables have been drawn up of the dietaries of the working classes of various races both indigenous and immigrant, and these tables will no doubt be presented to the Commission by the officers who have had them prepared, namely, Mr. Page and Mr. Bennison. A certain amount of work has been done in the Harcourt Butler Institute of Public Health on the food value of these dietaries and the results have been sent to Mr. Bennison and Mr. Andrews. Generally speaking, in my opinion, the dietary of the Burman labourer is superior to that of the Indian who migrates to this province to seek work.

(*v*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—This varies greatly. Again I am of opinion that the physique of the Burman labourer is on the whole superior to that of the Indian immigrant, but there is very great variation among both classes. The absence of medical inspection of immigrant coolies in India before embarking for Burma is a matter of importance. Were such inspection carried out, the weaklings and the unfit prevented from embarking, and vaccination and inoculation against cholera carried out when necessary, we would have a good deal less sickness than we now have.

(*vi*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—In Industrial cities, we have a great excess of males owing to the fact that the Indian immigrant labourer seldom brings his woman with him. The figures in the case of the Port of Rangoon for male and female immigrants for each of the last five years are of interest in this connection and are given below :—

Deck passengers from India entering Rangoon Port.

——	1924.	1925.	1926.	1927.	1928.
Male	298,373	282,987	316,426	326,948	327,130
Female	27,656	26,348	30,684	34,138	32,999

This very pronounced sex disparity leads of course to the establishment of prostitution on an extensive scale and to the consequent spread of venereal diseases.

24 and 25. * * * * * * * * * * * * * * *

26. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—For factories the latrine accommodation that has to be provided is laid down in Rule 22 of the Burma Factories Rules. It may be required in mines under Chapter I of the Burma Mines Rules. Outside Rangoon no latrines are connected to a public drainage system and very few latrines have septic tanks. In the case of mills situated on the banks of creeks or rivers the latrines are generally over the water and this type of sewage disposal gives very little trouble. Elsewhere the pit system is in general use. The least satisfactory latrines are those provided with buckets and conserved by public sweepers. Even where latrines are provided and kept in a cleanly state they are frequently misused or not used.

Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.—The large European firms employing labour are careful to provide adequate latrine accommodation and good water supply, but that firms of smaller industrial organizations are defective in this respect. Home latrine facilities in many of the cooly lodging houses in the larger towns are very inadequate.

27. (*i*) *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—The only special areas from the point of view of industrial undertakings in Burma that I am aware of are the Burma Corporation Concession in the Northern Shan States, the oil fields areas, the Syriam Municipality which is controlled by the Burma Oil Company, and Myitnge Municipality which is controlled by the Burma Railways. On the whole, it should be said that the sanitary supervision of such areas is distinctly better than that of the country at large.

(*ii*) Plantations in Burma exist mainly in the Tenasserim and Pegu Divisions. They are inspected from time to time by the District Health Officers and any defects existing are brought to notice in the reports of these officers. Generally speaking few defects have been reported.

28. The existing factory rules are in my opinion on the whole as satisfactory as can be expected in a province so backward in public health as Burma. The same applies to Mines Rules, but I would like to point out here that I have never even met the Inspector of Mines for Burma, who, I understand, is a Government of India official. I am not informed when he visits Burma and therefore have no opportunity of discussing his views on the sanitation and health conditions of mines. In my opinion the inspection of mines in Burma should be a provincial matter.

(*i*) The control of temperature in factories in Burma other than by natural ventilation has never, so far as I am aware, been attempted, and would be a difficult and costly matter. We have hitherto not arrived at any suitable standards. Short of Refrigeration Plants, little can be done to moderate temperature in factories, and after all temperature alone is a factor of lesser importance.

(*ii*) I am not aware what action has been taken to control humidification in cotton mills in Burma. In connection with the general question of ventilation and humidity in factories, I would refer to a series of Katathermometer readings carried out under my supervision at the Harcourt Butler Institute for a period of one year and published in the "Indian Medical Gazette" Vol. LXIV, page 319. These readings show the impossibility without great expense of producing anything approaching the "comfort standard" suggested by Leonard Hill for factories in England, but there can be little doubt that a "comfort standard" fixed for England is not applicable to the Tropics where each country must fix its own.

Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—The requirements relating to the sanitary condition of factories are contained in Rules 17 to 24 of the Burma Factories Rules, read with sections 9 to 14 of the Act and appear to be adequate for this province. There are no rules relating to artificial humidification and as there is only one spinning mill in Burma it has been considered unnecessary to formulate them. Actually records show that the mill referred to keeps well within the limits laid down by the Bombay Rules. Legislation to cover the question of temperature in factories generally has been considered but great practical difficulties stand in the way of any effective action. The suitability of the existing Mines Rules relating to health has no doubt been considered in the Central Government's memorandum but it may be suggested that a somewhat closer liaison between the Inspectors of Mines and the Provincial Health authorities would be advantageous. For example it is suggested that the Inspector of Mines when he comes to Burma should discuss matters connected with the sanitation of mines with the Director of Public Health and forward to him copies of those portions of his inspection notes that deal with sanitary or health matters for information.

29. *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—Very little industrial disease has come to my notice in Burma. Lead poisoning is the most important and in the year 1928 forty-five cases were reported from Namtu compared with 51 in 1927. Lead poisoning is also reportd to occur among Burmese potters in Shwebo, Amherst and other districts. Two cases of Miners' Pthisis were reported from Namtu in 1928. A few cases of Dermatitis among mineral oil workers have been reported from Yenangyaung and Syriam, but this disease judging from reports is not of frequent occurrence.

30. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—Over and above the great initial difficulties of introducing any modified scheme of sickness insurance into Burma, the Local Government is unable to finance any such scheme. It is left to the Labour Commission to explore the whole ground of sickness insurance.

In view of this financial *impasse* it would appear at this stage to be a waste of time and labour discussing the question further.

31. *Lieutenant-Colonel G. G. Jolly, I. M. S., Director of Public Health, Burma.*—Maternity benefits in the commonly understood sense of the term do not exist so far as I am aware in Burma.

V.—Welfare (other than Health and Housing but including Education).

Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—Welfare work has not made much progress in this province. In two or three cases football grounds have been provided by the employers but these are made use of more by the clerical staff and works subordinates than by the actual work-people. At Namtu there is a Company's shop at which all employees may purchase stores at cheap rates. At the Burma Oil Company's works at Syriam the men subscribe to a hospital fund which they control themselves. At a few factories there are schools to which the employees may send their children but so few women and children are employed in this province that there is not the same necessity for schools and crèches that there is where married women work with their husbands in the factories.

32. (*i*) *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The Burma Corporation, some of the oil firms, the Burma Railways, and one or two other firms provide facilities for the education of the children of their employees either by maintaining schools themselves or by contributing to existing schools and also afford encouragement to some sort of recreation for their clerical staff. Apart from this, very little in the way of welfare work is done by employers. One of the main reasons is that the nature of the industries and the conditions of labour do not lend themselves to the carrying out of such schemes. Though many large firms are engaged in the rice and saw mill industries the number of workers in each mill is relatively small and the mills are scattered all over the province. Also, in the case of rice mills a large proportion of the labour force is employed for only a few months in the year.

(*ii*) *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—As regards the activities of private associations of social workers or associations of industrial workers, the Young Men's Christian Association, Town Branch, in Rangoon is doing very useful work in educating labourers and their Children and there are also some schools maintained by public subscription or by private individuals. The schools of the Andhra Social Service League, the Burma Provincial Hindu Sabha, the Bengal Mohamedan Association, the Hurry Krishna Pillay's School are a few of the more important. Some of these schools are doing very good work but are handicapped by lack of funds.

33. The Burmah Oil Company are known to employ a special welfare worker at their Syriam refineries. Further information from this and other commercial undertakings will be available at a later stage when they have been asked for their facts and opinions.

36. *Provision of Educational Facilities by Employers.*—*Vide* Mr. Snow's Memorandum, pages 28—29.

VII.—Safety.

43. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The regulations regarding safety in factories will be found in Chapter III of the Indian Factories Act and Rules 24 to 35A of the Burma Factories Rules. The corresponding regulations for mines are given in section 19 of the Indian Mines Act, the Regulations made under that Act by the Central Government and the Rules made under the same Act by the Local Government. As however the Inspectors of Mines are under the Central Government it is presumed that full information on the working of the Mines Act will be furnished to the Commission by the Central Government and in this note it is not proposed to make any comment on its administration in this Province. Certain rules in the "General Rules for all open lines of Railway in British India administered by Government" prescribe precautions which have to be taken for the safety of both the public and the employees of the Railway. So far as is known there are no special provisions for docks, for buildings or engineering works in course of construction nor it may be added for forestry although this last item may not fall within the terms of reference of the Commission.

There are special provisions for the use of boilers laid down in the Indian Boilers Act, for the storage, transport or use of explosives and petroleum in the Explosives and Petroleum Acts and electrical hazards are provided for by the Electricity Act. The above Acts are all Acts of the Government of India and are implemented by Regulations and Rules made by the Central or Local Governments. The Mines, Explosives and Petroleum Acts are mainly enforced by officers of the Central Government although district officers also perform functions under them. The Factories, Boilers and Electricity Acts are enforced by officers under the Local Government.

Mr. D. H. James, Chairman, Commissioners for the Port of Rangoon.—The working instructions of the Port Commissioners' Traffic Department, copies of which are issued to the staff in book form, include paragraphs on the subject of avoidance of accidents Employees of the contractor receive instructions on these points from the Port Commissioners' staff.

44. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—A table showing the accidents that occurred in factories during 1928 analysed by industries and causes will be found in

Appendix B attached to the annual report for that year. Of the 1,482 accidents 530 occurred in saw mills, 383 in rice mills and 442 in lead smelting works. Only about one-sixth of the accidents were due to machinery. The figures for mines and railways will presumably have been supplied to the Commission by the Central Government.

Mr. D. H. James, Chairman, Commissioners for the Port of Rangoon.—The return for the year 1928-29 show that there were no fatal accidents during that year; that the number of labourers injured was 71; that the injuries sustained were mainly crushed fingers and toes, and that the injuries resulted from individual carelessness in handling cargo.

46. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The Burma Factories Rules besides laying down a standard of guarding for certain machines and enforcing the provision of gangways and suitable ladders, etc., also require workmen engaged in certain dangerous operations to be suitably clad but the powers under the Indian Act for making rules are much less wide than the powers under the English Act for making Regulations. The question of Safety First was considered in Burma in 1925 and 1926 but after a conference and a certain amount of propaganda work by the department the Local Government decided that the Safety First campaign should be deferred until a demand for its introduction should be apparent on the part of the public. The illiteracy of the work-people in this country would require a special technic for Safety First propaganda to be developed somewhat different to that which has proved so successful in Europe and so far this has not been worked out. The Factory Department is a member of the Safety First Association and keeps in touch with modern developments but at present the difficulties in the way have prevented the department doing as much propaganda as it would have liked.

47. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—Information as to accidents in non-regulated establishments is scanty but it appears from the Report on the Workmen's Compensation Act for 1928 that amongst 7,549 employees on the oil fields there occurred 13 fatal accidents, 24 cases of permanent disablement and 266 cases of temporary disablement. These wells are excluded from the provisions of the Mines Act and are not factories. At Rangoon, the Port Commissioners who employ 3,162 persons at their wharves and jetties paid compensation for 3 fatal accidents and in 72 cases of temporary disablement. Wharves and docks are not in this country, as they are in Great Britain, "factories" and are not subject to supervision by Inspectors. No figures are available for accidents which have taken place on buildings or engineering works under construction or repair nor for the timber extraction industry. Important as the latter industry is in this country it may not be considered to come within the terms of reference of the Commission.

48. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—Some of the larger factories have their own doctors and hospitals. Others maintain less qualified men and have more limited resources and after a preliminary dressing send their serious cases to the Government Hospital but in the vast majority of factories there are no medicines, dressings or the most elementary appliances for dealing with accidents. Burma has not like some other Provinces any rule requiring the provision of first aid boxes and it is not clear under what section of the Act these rules have been made.

The Local Government has made rules under the Mines Act under which the Chief Inspector of Mines may require certain men to be trained in ambulance work; first aid appliances also have to be provided.

Mr. D. H. James, Chairman, Commissioners for the Port of Rangoon.—Departmental instructions as printed and issued to the wharf staff include a chapter on First Aid and procedure to be observed in dealing with labourers injured in the course of duty. Certain members of the Traffic staff have obtained First Aid certificates from the St. John's Ambulance Association.

49. *Mines.—Mr. T. Couper, I.C.S., Financial Commissioner, Reserved Subjects, Burma.*—No Inspector of Mines is stationed in Burma. An Inspector from India comes over now and again. The Financial Commissioner is inclined to the opinion that except in the mines of the Burma Corporation administration is slack and not very effective as is to be expected when the inspecting staff resides elsewhere. Prosecutions are not common.

Factories.—Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—As regards factories a not very successful attempt is made to inspect every factory at least once a year but in 1928 about 26 per cent. of the mills escaped inspection.—So many of the mills are seasonal that unless an Inspector can be in their neighbourhood during the busy season the visit can scarcely said to be effective. In many of the European and Indian mills the managers change frequently and this increases the difficulty of enforcing the provisions as to safety as the new manager pleads ignorance of the previous orders. The enforcement of the Boiler Rules by the Boiler Department has in the past been rendered difficult by shortness of staff and in 1,927 of the 3,157 registered boilers only 2,359 were inspected but additional inspectors have now been appointed. An inquiry into a recent explosion by which 7 persons were killed revealed that the provisions of the Petroleum Act were not observed and it is suggested that if it is impossible to station an Inspector of Explosives in this province it would be advantageous to transfer the administration of the Petroleum Act in factories to the Factory Department or at least to give them executive powers and make use of the Chief Inspector of Explosives as a consultant only.

50. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The hours worked—in most factories 10 a day—seem long but the work is not generally arduous and in cases where close attention is required such as in printing works and engineering workshops shorter hours are often worked. There is nothing to suggest in the accident reports received from factories that accidents are due to fatigue due to long hours. Some accidents have been traced to the long fasts undergone by Mahomedan workmen during Ramzan. Although the department has at times to press for better lighting no accidents have been actually traced to lack of illumination. Accidents due to the general untidiness of the work places are not uncommon ; scrap iron and timber are allowed to litter the work places and pathways in otherwise well run factories in this country in a manner that would never be tolerated at home and this, joined to the practice of going bare-shod, causes many foot accidents.

VIII.—Workmen's Compensation.

51. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The Workmen's Compensation Act, 1923, came into force on the 1st July 1924, and the subjoined table shows the extent to which compensation has been paid under the Act during the past four years in mining and factory establishments in Burma. The table, which has been compiled from the returns received from employers for the annual reports, excludes Railway establishments which submit their returns to the Railway Board and other establishments which are not required to submit returns.

Table.

Year.	Death.		Permanent disablement.		Temporary disablement.	
	No. of accidents.	Amount of compensation paid.	No. of accidents.	Amount of compensation paid.	No. of accidents.	Amount of compensation paid.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		Rs. A. P.		Rs. A. P.		Rs. A. P.
1925 ..	35	22,567 8 0	74	20,867 6 0	725	15,287 3 10
1926 ..	36	29,733 4 0	77	23,858 6 6	865	16,863 3 2
1927 ..	32	29,490 6 0	85	33,319 8 6	961	19,474 5 6
1928 ..	39	38,553 7 6	85	33,041 12 9	1,201	20,877 0 3

Taking the numbers of fatal and other accidents from the annual reports of the Factories and Mines Departments for the years 1925, 1926 and 1927, it will be seen that they are far in excess of the numbers of accidents for which compensation was paid during those years (*vide* Table appended below)—

Year.	Death.		Other Injuries.	
	According to Factories and Mines Reports.	According to the preceding Table.	According to Factories and Mines Reports.	According to the preceding Table.
(1)	(2)	(3)	(4)	(5)
1925	55	35	1,348	799
1926	51	36	1,464	942
1927	59	32	1,569	1,046

Although some allowance should be made for disablements not lasting more than ten days, and accidents attributable to recognized contributory causes on the part of the workmen concerned, for which no compensation is payable, it cannot be said that the Act is being employed to the fullest possible extent. There is a tendency, particularly among small employers, to evade the obligations of the Act. They often fail to make deposits in fatal cases as required by section 8 (1) of the Act, and the Act contains no provision under which a Commissioner may on his own initiative compel them to do so. The workmen themselves are illiterate and ignorant and are not yet in a position to act for themselves without outside help or assistance. The necessity for making

workmen better acquainted with the provisions of the Act has been recognized ; and with this end in view, arrangements have been made for notices printed in bold type and containing an abstract of the Act to be posted in conspicuous places near the main entrances of all industrial establishments.

No cases have been brought to notice of the operation of the Workmen's Compensation Act by itself having affected adversely the financial stability of any industrial establishments. Many of the large employers in Burma have insured themselves against this risk. Small employers do not as a rule avail themselves of facilities for insurance.

The Workmen's Compensation Act, 1923, has since its commencement, been applicable to seamen employed on ships of a registered tonnage of not less than 100 tons and to workmen employed for the purpose of loading, unloading or coaling any ship at any pier, jetty, landing place, wharf, quay, dock warehouse or shed, on, in or at which steam, water or other mechanical power or electrical power is used. The Act was extended in 1927 to workmen employed for a similar purpose in any harbour, roadstead or navigable river. The Table below indicates the extent to which compensation has been paid for accidents to such men in so far as information is available—

Dock Labourers.

Year.	Number of accidents.		
	Death.	Permanent disablement.	Temporary disablement.
1924	..	..	..
1925	..	..	..
1926	1	..	2
1927	..	..	..
1928	2	2	2

There has so far been no suggestion for a further extension of the Act in respect of this class of men.

52. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—It would be useless to extend the Act to unorganized industry without the introduction at the same time of a compulsory insurance scheme. The introduction of such a scheme, however, does not seem to be practicable and if the Act is, as at present, confined to organized industry it may suitably be extended to workmen employed on plantations.

53. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The provisions of the Act relating to scales of compensation, conditions governing the grant of compensation, industrial diseases and machinery of administration seem to be suitable in so far as Burma is concerned, or at any rate no great practical difficulties or inconvenience in the working of the Act have been brought to light. These matters came recently under consideration in connection with a reference made by the Government of India on the subject, and no material changes were suggested. As regards industrial diseases, it may be noted that so far, in Burma, no cases in which compensation was paid for injuries caused by occupational diseases have been reported.

IX.—Hours.

55. *A. Factories.—Mr. W. H. C. Frideaux, Chief Inspector of Factories, Burma.*—The majority of factories work a 60 hour week. In saw mills definite intervals are given and there is some tendency to poach on these intervals for saw sharpening. In rice mills definite intervals are not given but the men get off in turn for rest and food. Shorter hours are worked in the engineering and printing trades. In only a few factories is a short day worked on Saturday. Overtime is not common and the exemptions relating to overtime in consequence of press of work are being re-examined. In the up-country rice mills the men are required to be present even where there is no paddy to be milled but as they are paid by the month this is no hardship. The effect of the 60 hour week restriction works satisfactorily and owing to the rarity of the weekly half holiday the daily limit of 11 hours is rarely reached. I do not think there is any great demand for a reduction in the maximum hours of work. At present many mills work double shifts in the busy season and the two hours off allows sufficient time for rest. If this were increased to three hours there would probably be a lot of time cribbing. If any reduction in the hours of work is decided on I should prefer a compulsory half holiday. No complaints have been received on the score of fatigue and the intervals now given seem in practice to suit the workers.

In the ports Sunday is the normal rest day but other days are frequently substituted for the Sunday in order to complete shipping orders. On the whole it is believed that in these places

the weekly holiday is regularly given. The same cannot be said for up-country mills and the failure to give the weekly holiday is one of the commonest and most serious irregularities. A good many mills in the districts close on the Burmese Sabbath day instead of on the Sunday. There are only 50 Burmese Sabbath days in the year so that two or three times in the year holiday does not fall within three days of a Sunday but as in practice the Sabbath day is only made use of as a holiday in seasonal mills, I consider that in Burma a manager should be allowed to substitute the Burmese Sabbath as the weekly rest day but should not be allowed to make a further substitution.

62. The exemptions allowed from the statutory provisions of the Factory Act will be found in Part III of the Burma Factories Manual. They fall roughly into two classes in the first of which Sunday work is allowed on continuous processes or perishable goods and in the second overtime is permitted. Overtime in rice mills is exceptional as during the busy season a night shift is taken on. The general exemption relating to press of work is made very little use of but it is considered to be too general in its terms and is under revision.

The upkeep of a register of workers showing the hours of work of the employees has been discarded in cases where all the employees work the same hours as it is considered that the register prescribed under this section is intended only to afford evidence of the hours fixed by the employer under section 26 and that a record showing the hours actually worked cannot be required.

According to this office records the following factories work under Exemptions :—Electrical Power Station 1. Ice Factories 3. Oil Refineries 4. Pumping Stations 6. Chemical Works 1. Oil Mills 7. Aerated Waters Factories 3. Rice Mills (boiled paddy) 9. Bakeries 1. Rubber Factories 3. Brick Kilns 1. In almost all rice mills the special exemption allowing workmen to go for their meals in turn and not at fixed times is made use of.

63. B.—*Mines.—Mr. T. Couper, I.C.S., Financial Commissioner, Reserved Subjects, Burma.*—It has to be recognised that to a very large extent mining, as it is carried on in Burma, is not what is ordinarily connoted by the work. Most of it is surface work, underground working is the exception. The drilling of oil wells is exempted from all provisions of the Indian Mines Act, and the winning of tin, in so far as this is carried out on the tribute system, that is to say in the majority of the tin mines, *is not* governed by any restriction as to days or hours of work inasmuch as such mines have been exempted from the operations of sections 23 and 28 in the Indian Mines Act, 1923. The tributers determine their hours for themselves. To a small extent dredgers and gravel pumps are being installed and are superseding former methods. On dredgers work is organized in three shifts of 8 hours each. Far and away the most important mines in the full sense of the term are those of the Burma Corporation at Namtu in the Northern Shan States. There the working shifts are 8 hours except in the machine shop where the period is 9 hours. The Financial Commissioner is unable to comment on the suitability of these hours. In the Ruby Mines the working shifts is stated to be even longer, 9½ hours.

73 to 77. C.—*Railways.—Agent, Burma Railways.*—The principle adopted in the Traffic department is that if the work of employees is classified as " continuous " they work in three shifts, and with one day off the weekly hours of duty amount to 56 hours.

The running staff, *i.e.*, Guards, Travelling Ticket Examiners and Brakesmen, with very few exceptions, ordinarily work 60 hours per week with a weekly rest day.

If the work is classified as " intermittent " the maximum hours of duty is 12 hours per day with compensatory intervals for meals.

In this we have been guided by the principle laid down in the Washington and Geneva Conventions, but there is a large number of staff who have not been brought within the scope of Conventions owing to shortage of quarters through lack of funds and to the shortage of trained staff.

73. A.—Workshops.

(*i*) *Normal Hours*—

The hours per week are : 48

The hours per day are : Monday—Friday	.. ..	6·30—11·0
		12·30—16·30
Saturday	.. ..	6·30—12·0

Gangmen work for 8 hours on week days and 4 hours on Sundays.

(*ii*) *Overtime.*—This is limited under the Factory Act to 12 hours per week making a total of 60 hours per week. As far as possible overtime is avoided. The percentage of overtime has been as follows for the 6 months ending 30th June 1929 :—

Carriage and Wagon shops	1·8 per cent.
Locomotive	6·4 „

Gangmen are only called out in cases of breaches or accidents.

B.—Loco. Running Staff.—

(*i*) The average working hours for enginemen on regular services is 8½ hours per day.

(*ii*) For enginemen on Goods services the average number of hours worked per day is roughly 8¾ hours.

74. *Days worked for week* (*Weekly Rest*)—

A. *Workshop Staff.*—All have the seventh day off duty.

B. *Other Staff.*—(Locomotive).

Running staff depends on the train working and the average is one day off in six.

Other staff are all employed in intermittent duty and practically have one day off in seven.

For gangmen and outdoor staff on the permanent way from 11 A.M. to 2 P.M.

75. *International Conventions relating to*—

(*i*) *Hours.*—All workshop staff and outside mechanical staff have hours of work restricted to within 60 hours per week.

In regard to Loco. running staff it is not possible to bring them within the scope of the Conventions until a definite ruling has been issued by the Government of India.

(*ii*) *Periods of Rest.*—This is not quite clear as questions 63 and 65 appear to cover this.

76. (*i*) There are no intervals based on fatigue.

(*ii*) All men working regular hours have an interval for meals.

77. The Factory Act is rigidly applied to the satisfaction of the Government Factory Inspector.

77. D.—*Other establishments* (*I. E. establishments other than Factories, Mines and Railways*).

78. *Mr. A. J: Page, I.C.S., Labour Statistics Officer, Burma.*—The hours of work in the Rangoon docks and wharves are from 6 A.M. to Noon and from 1 P.M. to 6 P.M. making a total of 11 hours. For night work the hours are from 6 P.M. to 5 A.M. with no definite period of rest during that period. Workers are accustomed to take short spells off during the night as may be required and according as they can be spared.

79. There are six work days in the week, Sunday being taken as the day of rest.

80. No demand for the regulation of the hours of work has been made and in present conditions no action seems desirable.

X.—Special questions relating to women, young adults and children.

81. A.—*Factories.—Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—Only about 10 per cent. of the number of persons employed in factories in this Province are women and in 1928 there were only 845 children. There seems a slight tendency for the number of women to increase and for the number of children to diminish but the changes are too small to have much significance. Infants are found in ginning factories where whole families work together picking over cotton, generally in the open air, and small children sometimes come into rice mills with their parents who have brought paddy to be milled. The prohibition of night work for women was most unpopular in the rice parboiling industry where the women turn over the paddy while it is drying after being soaked. Somewhat naturally they preferred to spread and gather the paddy in the cool of the evening or the very early morning to doing this work under the mid-day sun.

The regulations affecting children appear suitable and no cases of double employment have come to light.

In saw mills the workmen often begin as saw dust boys and work their way up until they eventually become sawyers. In the rice mills no children or very young adults are found amongst the mill hands. In any one mill all the workmen come from the same area or village and the fresher hands are taught by the older men.

There is so little skilled labour in the country that the question of blind alley employment scarcely arises.

The double shift system is not found in this country amongst women and children except to a very limited extent in cotton ginning factories where the shifts overlap ; it seems to be harmless in these places except that it renders the administration troublesome as the registers are generally very badly kept.

In factories not subject to the Act practically no women and children are employed in this province ; the arguments in favour of extending the Act are based rather in questions of sanitation, safety, the weekly rest day for men and unfair competition. The Act was extended to cover a match factory not worked by power but this has now installed power and at present there are no factories covered by section 2 (3) *b*. Proposals to extend the Act have had to be rejected on account of cost.

90. B.—*Mines.—Mr .T. Couper, I.C.S., Financial Commissioner, Reserved Subjects, Burma.*—As regards women they are employed only to a small extent and then on light work and always

above ground. In Tavoy they collect tin from the beds of streams. At Namtu a few are employed on day shifts in the smelter and copper plant. In the Southern Shan States they are engaged in the collection of slag from surface areas which were worked in the past by the Chinese.

92. C.—*Other establishments.—Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*— In other establishments to which the Factory Act might on other grounds be extended with advantage, such as buildings and engineering works in course of construction, docks and forestry camps, women are employed to only a very limited extent and there appears to be no need to specially regulate their work.

XII.—Wages.

96. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—No information regarding prevailing rates of wages and earnings of the various classes of workers is available for the Province as a whole though a report will be issued from the Labour Statistics Bureau very shortly giving all such details for the rice milling industry which is the largest industry in Burma.

The average earnings of workers in certain occupations in Rangoon, worked out from budgets collected in connection with an enquiry into the standard and cost of living of the working classes in Rangoon and given in Mr. Bennison's report are shown below :—

	Rs.	A.	P.
Tamil coal carriers	25	2	11
Tamil paddy carriers	24	8	1
Telugu handcart pullers	43	1	2
Telugu rice bag carriers	37	1	11
Telugu skilled factory workers	36	6	5
Telugu stevedore and wharf coolies	32	6	4
Telugu rickshaw pullers	28	2	4
Telugu Corporation coolies	25	10	2
Telugu cargo boatmen	25	3	2
Telugu paddy carriers	24	14	0
Telugu unskilled factory workers	20	9	2
Uriya skilled factory workers	39	5	8
Uriya tramway workers	27	14	4
Uriya unskilled factory workers	23	9	3
Hindustani durwans and peons	25	0	8
Hindustani gharry-wallas	24	15	8
Hindustani unskilled factory workers	24	6	1
Chittagonian tindals	45	10	2
Chittagonian firemen	28	14	11
Chittagonian oilmen	26	3	10

No figures for Burmese workmen in Rangoon are available.

Mines.—Mr. T. Couper, I.C.S., Financial Commissioner (Reserved Subjects), Burma.— Wages of the labourers in the mines vary with locality. In general unskilled labourers earn about Re. 1 a day. In the Southern Shan States the ordinary rates are eight annas for women slag pickers, Re. 1 for male surface workers, and Rs. 1-4-0 for unskilled workers underground. In the Northern Shan States the monthly average is Rs. 37-8-0. The method of calculating the wages in the Bawdwin mine is described on page 6 of the Annual Report of the Chief Inspector of Mines in India for the year 1927. In the Tavoy and Mergui Districts an Indian cooly in the mines earns Rs. 1-4-0 a day and a Chinaman Rs. 2. A tributor is usually paid Re. 1 per viss of tin-ore. Women employed on the surface in a quarry earn about 12 annas a day. Skilled labour is paid according to qualifications.

97. *Movements in recent years.—Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*— No information is immediately available in this head but the abovementioned report on wages in the rice milling industry will contain a comparison between present-day and pre-war wages.

98. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The amount of money remitted by workmen annually to their families in India runs into lakhs of rupees and is almost wholly done through the agency of the Post Office. Figures could be obtained from the Postmaster-General of the amounts sent but there would be no means of telling except for big centres, such as the Oil Fields and Namtu, how much of the money actually came from industrial employees. In the course of the investigations made in connection with the enquiry into the standard

and cost of living of the working classes in Rangoon it was found that about three-quarters of the savings of Indian workers as shown in the Table below were remitted to India :—

Race.	Monthly income.	Monthly expenditure.	Savings.
	Rs. A. P.	Rs. A. P.	Rs. A. P.
Tamils	27 7 8	17 12 3	9 11 5
Telugus	28 14 10	19 11 10	9 3 0
Uriyas	35 0 3	20 2 8	14 13 7
Hindustanis	26 0 1	14 13 5	11 2 8
Chittagonians	29 5 3	17 5 1	12 0 2

NOTE.—Tamils and Telugus save about a third of their income whereas Uriyas, Hindustanis and Chittagonians save more than 40 per cent.

105. *Minimum Wages.—Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—As far as this Province is concerned, wages both of skilled and unskilled labour are higher than in most of the other Provinces in India. In industrial establishments the unskilled labour is usually Indian contract labour, which is to a large extent migratory, and however desirable it might be to raise the wages of unskilled labour it would be impracticable under existing conditions to establish suitable machinery for doing so. These Indian labourers come from Madras because they can get higher wages here and there are better chances of employment. A bad harvest in Madras is invariably followed by a big influx of labourers. It must be borne in mind, however, that the supply of this labour in Burma and the demand for it are fairly well balanced and that if wages for unskilled labour were increased either here or in Madras by legislation it might seriously disturb this equilibrium with possibly disastrous results either to industry or labour. The tendency nowadays in most Western countries is for labour to be paid direct by the employer and it would certainly be advantageous both to the employers and the labourers in this province if the maistries or contractors could be dispensed with. If this did happen, employers would be able to control all their labour and it might then be practicable to introduce such legislation. At present employers know little or nothing about their contract labour. It is possible also that labour may become organised and be able to select its own representatives suitable for appointment to any boards which might be set up for the purpose of fixing minimum wages.

India is a young country industrially and its industries are on the whole much less efficient than those in Western countries. Since minimum wages must always be fixed with some regard to what industry in general can afford to pay, it follows that even if India had to establish machinery for fixing minimum wages, these wages would be lower than those obtaining in Western countries. It may be true that low wages paid in India and other Eastern countries help to depress the standard of living of the workers throughout the world, but whether or not industries in India in their present state of organization could afford to pay higher wages appears to be a debatable point.

106. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—An enquiry was made in 1926 as to the extent to which fines were imposed in certain industrial establishments. In the case of rice and saw mills many employers replied that fines were rarely, if ever inflicted. Presumably they do not consider fining to be a satisfactory method of punishment. Messrs. Bulloch Bros. & Co. stated that they preferred to warn the persons concerned and if warnings were ineffectual, to dispense with their services. This seems to be the method usually adopted in most large rice mills. In the case of saw mills, figures could be obtained from only two, and the amount of fines deducted in these was practically negligible.

Outside the rice and saw mill industries most of the firms employing a large labour force have a regular system of fines. The Burma Oil Company, the British Burmah Petroleum Company and the Burma Corporation are typical examples and figures were obtained from these firms. Except where the fine has been imposed in consequence of a lost identification ticket, etc.—in which case fine is used to pay for another ticket—the amounts realized are ordinarily used for the benefit of the workmen, being credited to the firm's hospital or workmen's club or given to the workmen at the time of religious festivals.

In the case of the Burma Railways fines are inflicted in the workshops for breakages, loss of tools, etc., and in the Running Department for carelessness, inattention to duty and anything likely to jeopardise the safe working of the railway ; they are said to be very occasional but no reliable figures could be obtained. The fines are paid into a Fine Fund used for the benefit of the workmen's institute.

Of the firms from which figures have been obtained the fines are heaviest in the case of the Rangoon Electric Tramway and Supply Company, the Burma Electric Supply Company, Man-

dalay and the Moulmein Rubber Plantation. Tram drivers are fined for negligence in driving, and conductors for missing fares, issuing old tickets and cheating in various other ways. On rubber plantations fines are mainly imposed for bad tapping.

The Government Press has the largest percentage of employees fined, as many as 62 per cent. being fined every month.

The total amount of fines is however not very large when the amount of wages bill is taken into account.

No figures for native mills are on record. A certain amount of fining takes place in some of these mills, but as far as is known, it is not excessive. A proper system of fining in these mills would probably make for increased efficiency.

Some system of fining appears to be necessary for the maintenance of discipline and efficiency, but there is no evidence to show that it is abused to any appreciable extent in Burma. This Province does not seem to stand in need of any legislation at present.

Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—Fines are inflicted in most well organized factories and appear necessary for purposes of discipline. They do not appear to be excessive and in a few cases are credited to hospital funds but generally they are retained by the employers. In the case of coolies employed through a maistry the circumstances are rather different. Here there is reason to believe forced deductions are made for the benefit of the maistry but the whole question of the financial relations between the maistry and his coolies deserves more study than has yet been accorded to it in this province. The whole question of fines and other deductions is so bound up with the advance system under which the majority of the coolies,—as distinct from the mill hands—in rice mills, come to this country that legislation dealing with disciplinary fines only would be of very little value.

107. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—In most industrial establishments, the staffs employed on a monthly basis are paid about the middle of the month following that in which the wages were earned. In the case of contract labour, payment is made through the maistries who give advances to the coolies and are therefore not particular about disbursing wages regularly or promptly.

Generally speaking, employers in Burma do not allow any undue delay to occur in the payment of wages and the necessity for legislation in this respect does not seem to exist. In the case of maistry labour, however, such legislation would appear to be impracticable.

Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.—In the great majority of factories wages are paid monthly and generally about a fortnight after the end of the month. This delay in payment has been explained by the difficulty of preparing the wages sheets sooner but the difficulty has been greatly exaggerated and the real reason for the delay is undoubtedly a desire to have some hold over the workmen so that they will not leave without notice. In some cases, *e.g.*, in some cotton ginning factories, wages are paid daily on the following morning. There would be no disadvantage in legislation requiring the wage period not to exceed a month and requiring wages to be paid not later than 15 days after the end of the period. The general introduction of a wage period shorter than a month would not, I think, be to the advantage of the workmen as most of them transmit a portion of their wages to their families in India. There is no reason why wages should not be paid within 15 days of the period in which they are earned and this would prevent long delays in payment. I have come across a case in which no wages were paid for four and a half months but such cases are extremely rare. Legislation dealing with the payment of wages might with advantage lay down what notice should be given when an employer wishes to dismiss his workmen or when they wish to leave.

108. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—Mr. Bennison makes the following remarks in his Report above quoted :

In rice mills, " practically all the paddy carriers and the bagging and stitching coolies are indebted to their sub-maistries. The general practice is for the employer to advance money to the head maistry at the beginning of the season, and he makes advances to the sub-maistries of the paddy carriers, who in turn make advances to the coolies. The sub-maistries of the bagging and stitching coolies do not as a rule take advances from the head maistry. The paddy carriers recruited in India always arrive in this country indebted to the sub-maistries and usually remain so for the rest of their lives. Whenever they want to return to India the sub-maistry allows them only on condition that they come back when required. After some months' stay they usually return after getting a fresh advance to defray expenses on the way. The sub-maistry keeps in touch with the coolies when they are in India and if they refuse to come back he threatens to sue them for the debt and attach their property. Thus many of these paddy carriers are men who have worked for the sub-maistry for a number of years. The same applies to coal carriers. The bagging and stitching coolies usually pay off their advances towards the end of the year and then obtain fresh advances. As regards the extent of indebtedness of other classes of labour, no reliable information is available.

Repayments of advances by the coolies to the sub-maistries or by the sub-maistries to the head maistries, are usually made only when the mill is fairly busy, say from January to July

or August. In the other months earnings are not ordinarily sufficient to allow of any repayments of advances being made.

Accounts are not regularly kept by the sub-maistries and the coolies never know the exact extent of their indebtedness. The advances received by the head maistry from the employer are always paid off before the end of the busy season. The employer deducts an instalment from each weekly bill submitted by the head maistry. The sub-maistries pay advances to the coolies in order to retain a hold on them. They prefer coolies from their own or neighbouring villages so that if the coolies run away their property can be more easily attached. The coolies too are often at the end of their resources and are willing to do anything in order to raise a little ready money. *Backsheesh* is usually demanded by coolies as they want to make sure of at least part of their wages."

109. *Bonus and Profit sharing Schemes.—Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—No such schemes appear to be in operation in this Province. The bonuses sometimes paid to employees in industrial establishments are in reality more in the nature of overtime payments.

XIII.—Industrial Efficiency of Workers.

112 to 114. *Lieutenant-Colonel G. G. Jolly, I.M.S., Director of Public Health, Burma.*—Generally speaking, it is my opinion that the physique of the Indian immigrant cooly is on the average definitely inferior to that of the Burman labourer. As regards health, he frequently suffers from chronic infections such as hook-worm, malaria and dysentery, which without producing acute illness, cause his general health to be maintained at relatively low level. Further his standard of living from the point of view of diet is definitely low, and in many cases the dietetic margin of safety is extremely fine with the result that general nutrition is frequently poor. The hot and humid climate undoubtedly is an important factor in producing a relatively low output of work.

115. (*viii*) The dietary of the immigrant cooly, containing as it does an excess of carbohydrate and a deficit, according to European standards, of protein, enables a rapid development of heat and energy but does not favour tissue repair. My interpretation of this is that the cooly on such a diet, while he can put forth a good deal of exertion, is lacking in staying power, in recuperative power after an overstay and possibly in resistance to infection.

(*ix*) There can be little doubt that the abuse of alcohol and drugs, particularly by the immigrant coolies, is an important factor at all events in a town like Rangoon. Dr. Dalal's remarks in his memorandum submitted as Appendix D, pages 114 and 115 of the Rangoon Health Enquiry Committee's Report, should be read in this connection.

XIV.—Trade Combinations.

117. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—Apart from the Burma Chamber of Commerce, the Burmese, the Indian and the Chinese Chambers of Commerce, the Tavoy Chamber of Commerce, and the Rangoon Trades Association, there are no great combinations of employers in Burma.

The only organisation of the employees of any importance in the Province is the Burma Labour Association which was formed in Rangoon in 1920. It has a membership of about 7,000 and its objects are said to be to raise the general status of Chittagonian labourers including mill hands, crews, etc., throughout Burma and to settle disputes by arbitration. The Association is affiliated with the All-India Trade Union Congress, Bombay, and seems to have some connection with the International Trade Union Federation, Amsterdam; its President, Mr. Abdul Baree Chowdhury, is a capitalist and large employer of labour.

There are a few other organizations of minor importance, *viz.*, the Burma Motor Drivers' Association, the Burma Chinese Clerks and Artisans' Association and the Chinese Labourers' and Merchants' Charitable Association in Rangoon, the Amherst District Motor Labour Association in Moulmein, and the Oil-fields' Labour Union in Magwe, and their objects are said to be generally to protect the interests of the members. A few more organizations have sprung up recently in Rangoon, and particulars in respect of them are being collected.

118. There have been no conflicts between any organizations of employers and those of employees such as to affect industries in a material way, and it may be said that in Burma the employers and the employed have so far on the whole worked well together. There are no effective organizations of workers, and the workers seem to be generally satisfied with the prevailing conditions.

119. The organizations of employers mentioned under item (100) generally interest themselves in all matters connected with the commercial and industrial development of the Province and advise on questions referred to them by Government. In the absence of any effective organizations of workers, these organizations of employers look after the workers' interests as well as their own and so far they seem to have done it satisfactorily.

The organizations of workers mentioned in the same item seem generally to confine their activities to the members of the individual organizations concerned and their activities very rarely extend beyond such members. They exercise little or no influence outside their membership.

120. Apart from what has been stated already under the preceding items, especially under item (100), there is nothing further to report under this head about the individual trade unions.

121. In Burma only one trade union, *viz.*, the Burma Motor Drivers' Association having a membership of a little over 200 has so far registered itself under the Act. Thus we have hardly any experience to justify our offering any comments on the effects of the working of the Act or any suggestions for possible amendments to it. The Trade Union movement has made very little advance in the Province, and no great progress in this direction may be expected in the present unorganized condition of labour and the ignorance and illiteracy prevailing among the workers in general.

XV.—Industrial Disputes.

123 to 126. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—There have not been in Burma any periodically recurring industrial disputes of any great magnitude. Such disputes as occurred were sporadic or of no great importance. Many of them proved more or less abortive.

Not long ago there were a few strikes in which considerable number of workpeople were involved and which caused some trouble, *e.g.*, those of the Burman employees of the Yenangyaung oil-fields in 1923, of the Stevedore coolies in 1924 and of the Chittagonian crews of the Irrawaddy Flotilla Company in 1925. The workpeople involved in the first strike numbered about 4,000 and the strike after lasting for about six months seemed to have died out. The other two strikes involving about 3,000 workpeople each collapsed after a short duration. The Burmese strikers in the oil-fields put forward various grievances regarding conditions and hours of work but the strike subsequently became involved in the activities of Burmese politicians. Government had to maintain a large police force to preserve order. In the case of the Chittagonian strike which was largely for an all-round increase in pay, Government refused to intervene in any way.

There has been no acute conflict between capital and labour in Burma, and this may be accounted for by the fact that the majority of the labourers in the Province are Indians and that the conditions prevailing here being better than those obtaining in India, they are comparatively more contented than their brethren in India. The absence of any effective labour organizations is also possibly another factor.

There is no conciliation and arbitration machinery in Burma. Such strikes as have occurred were either settled by negotiations and discussion between the parties or their representatives, or collapsed after a short duration.

The Trades Disputes Act, 1929, came into force only recently and no occasion for using the Act has yet arisen.

XVI.—Law of Master and Servant.

127. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—The Workmen's Breach of Contract Act, 1859, as amended by Act XII of 1920, was repealed by the Workmen's Breach of Contract (Repealing) Act, 1925, with effect from the 1st April 1926. The Government of India recognized at the time that although the Act might not be necessary as an all-India measure, Provincial Governments might find it necessary to place before the local legislatures some measure to give protection, where necessary, to employers and industrialists in particular areas and in particular circumstances. Accordingly in communicating their decision to repeal the Act, the Government of India left it to the Local Government to take, if they so desired, steps to prepare such a local measure as might be thought to be required for particular areas and particular conditions of employment in the Province.

The employers of labour in Burma excepting a few were in favour of such a local measure. The Hon'ble Judges of the High Court also considered one necessary and were of the opinion that conditions in Burma were such as to demand the continuance of legislation on the lines of the Workmen's Breach of Contract Act and that the Act alone saved employers from being looted of large sums by way of advance, by persons against whom a civil remedy was worthless. The administrative officers consulted were not all agreed, but the majority of the officers considered a local measure unnecessary or doubted the necessity for such a measure. The Local Government after a careful consideration of the question decided to take no action in the matter. They wanted to leave it to the Burma Chamber of Commerce or other body of employers to initiate any legislation of the kind and leave the decision with the Legislative Council.

So far no legislation has been initiated nor has there been any demand for such legislation. Employers have apparently adjusted themselves to the altered conditions following the repeal of the Act without any great difficulty or inconvenience.

Further information will doubtless be available when employers state their case before the Commission.

(109) to (113). No information is available under these heads.

XVII.—Administration.

133. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—All Labour legislation is undertaken by the Central Government but the Acts generally give power to the Provincial Governments to make rules to implement the statutory provisions. Model Rules are issued by the Central Government and the Provincial Rules are based on these. This accounts for the great similarity that will be found in all the Provincial Rules. There is however a tendency for them to diverge as time goes on owing to local needs. The attitudes of the Central and Local Governments towards Labour questions seem to be in the main the same but the fact that the Local Government have to provide funds for the carrying out of legislative requirements and have also the difficulty of working out of the detailed administration while the Central Government gets all the kudos for ratifying the Labour Conventions and for introducing advanced legislation tends to make the Provincial Government more conservative than the Central. Thus I may instance the refusal of this Province to extend the Factories Act to small factories and its much more decided objection to the introduction of sickness insurance. There has been no such friction between the Central and Provincial Governments in the administration of Labour questions as has been experienced in Australia and the United States between the Federal and State Authorities.

136. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The Administration Authorities are detailed in the reply to question 43.

(i) *Work of Special Labour Offices or Officers.—Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—There is no special Labour Officer in Burma corresponding to any such official as, for example, the Labour Commissioner in Madras. There is an Officer-in-charge of the Labour Statistics Bureau which has been in existence since 1925. He is a member of the Indian Civil Service who has, in addition to an Assistant, three Investigators and a small office staff.

The chief functions of the Bureau are to collect statistics under the following heads :—

(1) Movement of prices ; (2) Wages in various occupations and localities ; (3) Family Budgets for various classes and localities ; (4) Cost of living index for various classes and localities ; (5) Rent ; (6) Hours and conditions of Labour ; (7) Conditions of recruitment ; (8) Immigration and Emigration ; (9) Trade Unions ; and (10) Industrial disputes.

A Report of, and enquiry into, the Standard and Cost of Living of the Working Classes in Rangoon was issued by the Bureau in 1928 and Cost of Living Index numbers based on the information obtained at that enquiry are published month by month in the official Gazette.

The Officer-in-Charge, Labour Statistics Bureau, is also Protector of Immigrants and Emigrants in Rangoon and in that capacity, with the aid of an Assistant, has to watch the interests of deck passengers proceeding to or from Rangoon. He is also Commissioner under the Workmen's Compensation Act for the Insein, Hanthawaddy and Rangoon Districts as well as Registrar of Trade Unions under the Indian Trade Unions Act of 1926.

137. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The Factory Act extends to the whole of Burma and has been extended with modifications by Notification to the Northern Shan States. In this area the sections relating to hours of work (sections 21, 27 and 28) and Sunday work (section 22) do not apply.

138. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—Abstracts containing the main provisions of the Act are exhibited in all Factories but they are probably very rarely read by the work people and frequently the employers themselves do not well understand the requirements of the Act. Similar Abstracts of the Workmen's Compensation Act have been distributed and as these are briefer it is hoped that the injured persons or their friends may take the trouble to make themselves acquainted with their rights.

139. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—At the end of 1928 there were 1,047 registered factories for which there were three full-time Inspectors, *i.e.*, a chief Inspector and two Inspectors. In the opinion of the writer this staff is inadequate and recommendations have been made to Government for the re-organization of the Department but the poverty of the Province renders it difficult to provide for any additional expenditure. In addition the District Magistrates, *ex-officio* Inspectors and a few other district officers have been appointed additional Inspectors. The Director of Public Health and his Assistants are also *ex-officio* Inspectors for sanitary matters. The majority of these officers are however too occupied with their ordinary duties to be able to spend much time on Factory Inspection. In 1928, 46 visits were paid by Inspectors other than the full-time Inspectors.

Judging from the Annual Reports from the other Provinces the administration appears uniform throughout India and Burma but there is really no evidence available on which an accurate opinion can be based.

(*iii*) For the last five years the convictions obtained average 35 a year. Prosecutions are generally only instituted after repeated instructions and cautions except in cases of persons illegally employed. The extreme difficulty of detecting illegal overtime and Sunday work in the up-country mills renders it necessary to prosecute for these offences without previous warnings. The penalties are generally on the light side and I consider that a minimum as well as a maximum penalty should be laid down in the Act. One most unfortunate result of prosecutions which has come to light where workpeople have been called as witnesses is that the manager has discharged the men who gave evidence against him. This difficulty has been experienced in the case of a prosecution for illegal Sunday work. Two mills were visited on a Sunday and the men admitted that they had had no holiday. In fact the mills appeared to have run without a holiday since the beginning of the season. In Court in one case they went back on this and the Magistrate held that the manager had only failed to give notice of the change of holiday, treated it as a formal offence and inflicted a fine of Rs. 25. In another case, heard on the same day, where the men stuck to their previous statement, the manager was fined Rs. 200 and the men were summarily dismissed. This difficulty might, I think, be overcome if Inspectors had power to compound offence. This would also obviate the waste of the Inspector's time that prosecutions frequently entail.

140. *Mr. T. Couper, I.C.S., Financial Commissioner, Reserved Subjects, Burma.*—No Inspector of Mines is stationed in Burma. An Inspector from India comes over now and again. Except in the mines of the Burma Corporation administration is slack and not very effective as is to be expected when the inspecting staff resides elsewhere. Prosecutions are not common.

141. *Agent, Burma Railways.*—Certain powers have been delegated to district officers. These powers include the appointment or dismissal of all menial staff, and within certain limits, which are fixed by grade of pay, the appointment, promotion, fining and discharge or dismissal of subordinate employees.

In the Traffic Manager's Office there is a "Personnel Officer" who deals with all matters affecting the personnel of the department, and refers to the Traffic Manager for his decision all questions of policy, pay and appeals.

142. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—Plantations, docks and other industrial establishments are not subject to any inspection as regards hours of work or safety. Plantations would appear to be outside the scope of the Convention as being agricultural and not industrial concerns and docks and other industrial undertakings are exempt in India from the provisions of the 8-hour Convention in virtue of Article 10. Plantations and other large collections of workers are subject to sanitary inspections by the district health officials.

Mr. D. H. James, Chairman, Commissioners for the Port of Rangoon.—The Port Commissioner's wharves and jetties are under the immediate control of the Traffic Department, the officials of which inspect them daily. Buildings plant such as cranes, etc., are under the control of the Engineering Department and are subject to the constant inspection by the senior officers of that department.

XVIII.—Intelligence.

143. *Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.*—The statistics collected by the Factory Department are obtained directly from the occupiers of factories or compiled from the departmental records and are published in Statements I to VIII at the end of the Annual Factory Report. The questions on which Statement V are based are not well understood by the managers and the statement is not very reliable. In Statement VI the figures, especially for minor accidents, are believed to be too low as a good many small injuries in up-country mills are probably never heard of. A greater degree of accuracy would be obtained if the information was collected by Inspectors when visiting the mills, but this would involve very great delay in preparing the statements.

Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.—Existing statistics with regard to labour and labour problems in Burma are not very extensive. The Chief Inspector of Factories publishes returns showing the number of employees in the establishments which come by law under his control. Such figures are supplied by the employers of labour as also are those relating to accidents which have occurred to their employees. The various Commissioners under the Workmen's Compensation Act also compile figures with regard to all accidents which come under their particular notice. These will include accidents, such as those occurring in docks or on shipping, of which the Chief Inspector of Factories has no knowledge, but will not include accidents occurring in occupations outside the scope both of the Factories Act and of the Workmen's Compensation Act.

Since only one Trade Union is registered statistics with regard to the strength of the various labour associations which exist (though in all they are not many) are very meagre and as matters stand it cannot be seen how they can be improved.

There are no other statistics available or regularly obtainable.

144. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—In the absence of the likelihood of any increased financial support for statistical work it would seem to be impracticable to discuss the possibility of any far-reaching improvement in labour statistics.

143 and 144. *Lieut.-Col. G. G. Jolly, I.M.S., Director of Public Health, Burma.*—The attempt to reply to this memorandum illustrates very clearly how exceedingly incomplete our existing statistics are, and also our means of collection. While it is true that we cannot generally speaking advance the collection of our vital statistics more rapidly than the standard of education throughout the country permits, it is nevertheless the case that our existing statistics are imperfect and unreliable to a great extent on account of lack of public health staff for supervision. In regard to their compilation and interpretation a great need exists for a trained Statistician on the staff of the Director of Public Health to make use of the vast amount of material already collected and to advise on improved methods of collecting and compiling our vital statistics. Further there is no reason beyond lack of staff why we should not be able to take up the question of the collection of vital statistics of industrial workers as a separate class.

145. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—A cost of living enquiry amongst the working classes in Rangoon was made by the Labour Statistics Bureau under Mr. J. J. Bennison, I.C.S., and the results of the enquiry were published in a Report issued in 1928. A cost of living index number was compiled starting with 1914 as the basic year and in the report the figure was given month by month up to the time of publication of the report. Subsequently the Bureau has issued monthly, in the *Burma Gazette*, a revised figure or rather set of figures, for separate budgets are calculated for Burmese, Tamils, Telugus and Uriyas, Hindustanis and Chittagonians, respectively.

The Bureau has also completed a wage census of the employees in rice mills in Burma and the report dealing with this subject should be published and be in the hands of the members of the Commission before their arrival in Burma.

146. *Mr. A. J. Page, I.C.S., Labour Statistics Officer, Burma.*—This census is being followed up by a similar one dealing with the Saw Mill industry, and others dealing with the Oil Fields, Mining and Agriculture will have to be undertaken.

On an interesting point not raised in the memorandum the Financial Commissioner (Reserved Subjects) writes as follows :—

"A feature in the tin mines to which the attention may be directed is the issue to Managers of Mines of special licenses under the Opium Act with a view to the supply of opium to Chinese labourers. This does not appear to come within the Draft List of Subjects but it is a matter which perhaps merits investigation."

GOVERNMENT OF BURMA

SUPPLEMENTARY MEMORANDUM No. 1, DEALING WITH THE STRIKE OF STEVEDORE COOLIES IN RANGOON DURING MAY 1930.

The system under which stevedore coolies work has already been set out briefly on page 3 of the Memorandum prepared for the use of the Royal Commission on Labour in 1929.

Exactly six years before the recent strike, on May 6th, 1924, the shipping coolies went on strike. On that occasion there seems to have been a certain amount of unrest due to dissatisfaction with the working of the gang system and in particular with the conduct of some of the head maistries. The immediate demands made by the strikers were for an increase in the daily wage from Rs. 1-8 to Rs. 2 together with a recognised interval for food in the middle of the day for those working on the day shift. The strike lasted for about a fortnight and then suddenly collapsed without the coolies succeeding in their demands. It is understood that the concession of a midday interval was promised to them but in practice no alteration was made in the hours of working.

The coolies bore in mind the fact that they had been defeated and the recent strike was really a re-opening of the previous one six years before. The 5th of May 1930 is notable as the date on which a serious earthquake occurred in Rangoon late in the evening about the time when the news was spreading round the town that Mr. Gandhi had that day been arrested in India. Consequently on the following day there was practically a complete cessation of work of all descriptions. The idea now seems to have occurred to the coolies that the time was opportune to reopen the question of their pay. There seems to have been no immediate previous discussion of the subject. The coolies found themselves temporarily unemployed and no doubt at the instigation of agitators, decided to remain out until their demands were satisfied. Eventually they agreed to return to work on the promise that they would receive an increase of 4 annas from Rs. 1-8 to Rs. 1-12 in their daily pay. This agreement was arranged on May 24th, 1930, but on May 26th when they started to return to work they ran foul of the Burmese labourers who had acted as strike breakers in the interval. Serious rioting ensued and work remained at a standstill for another week until a Conciliation Board which had been constituted in the meanwhile

effected a settlement and work was resumed on the shipping in the harbour. The basis of the settlement was an undertaking by the stevedores to work half the ships by Burmese labour and half by Telugu labour.

The foregoing account does not mention the names of any representatives of employers or employees who negotiated the terms as these matters are not done on Western lines so far as Telugu coolies are concerned. The procedure is as follows. A mass meeting is called and when a large enough audience has assembled, some one on the one side addresses the crowd. He may be answered at length by some self-constituted spokesman on the other side and so the discussion will go on. There is no one in charge of the meeting and to the onlooker it appears that no decision can ever be reached. Such a meeting may last for several hours when suddenly without any formal resolution being put to the meeting, the crowd rises to its feet and a decision, obviously unanimous, is announced.

As regards the history of the wage rate with reference to cost of living, other wage rates and previous changes, it is regretted that no information is available in this office. Dissatisfaction on the part of the labourers has usually centred itself on the harsh methods of head maistries and others. There is so much greater correspondence between wages earned and the cost of living in Rangoon as compared with conditions in the home districts in the Madras Presidency from which economic pressure has driven these coolies that proximity to the starvation line has never been the predominant factor in cooly strikes in Burma.

An extract from the Report of the Rangoon Riots Enquiry Committee (1930) is appended.

Extract from the Report of the Rangoon Riots Enquiry Committee (1930).

NARRATIVE OF EVENTS.

2. Before offering any general criticism or expressing any general opinion on the points referred to us for enquiry, we think it will be convenient to set forth such a general outline of the relevant facts as seem to us to be established with reasonable clearness by the evidence we have taken.

Until May of this year the shipping labour of the Port of Rangoon had been for many years generally in the hands of Telugus from the Madras Presidency who, in Rangoon, are ordinarily known as Coringhis ; the number of such labourers actually employed would be on the average about 2,000, but the actual number employed at any one time would fluctuate considerably according to the season of the year. The total number of workers amongst whom the work was distributed would greatly exceed this figure. The basic rate of pay received by the workers was Rs. 1-8 a day, but this does not mean that the individual worker received Rs. 45 a month or anything like that sum. The labour was entirely casual labour, and striking an average throughout the year, an individual cooly probably did not obtain more than about 12 to 16 days' work in a month, or not much more than Rs. 20 in pay. The system under which the coolies are employed and the rate of wages paid to them is fixed, is somewhat complicated. The British India Steam Navigation Company, which owns a far bigger proportion of the shipping in the port than any other one company, employs its own labour through its own stevedoring staff. The other shipping companies mostly arrange for their labour with firms of stevedores, of which there are five in Rangoon. In the majority of cases the stevedores enter into direct contracts with the owners in Great Britain or elsewhere. The arrangement generally in force has been that the stevedores have agreed to supply labour at so much a ton of cargo handled, and the engagement of labour and payment of cooly wages has been left entirely to them. It is obvious, however, that any general increase of the rates of wages must ultimately fall on the shipping companies.

3. On the 6th May last, there was a general stoppage of work in the loading of ships in the Port of Rangoon. No previous complaints had been made by the coolies as to the conditions under which they were working, and in its origin this stoppage was clearly due to a hartal declared on account of the arrest of Mr. Gandhi which was known in Rangoon in the afternoon of the 5th May. A few hours afterwards there was a serious earthquake in Rangoon which accentuated the feeling of unrest. As to the development of the situation in the next few days the evidence is somewhat uncertain. A few gangs returned to work for the British India Steam Navigation Company on the night of the 6th, and the next day a larger number worked for the Company. So far it does not appear that there had been any general demand for an increase of wage. Demands had however been made in some quarters for an increased rate of wage, and on the morning of the 7th one of the stevedores agreed to pay his labourers at the rate of Rs. 1-12. The result was that on the 8th no labour was procurable at the old rate of Rs. 1-8, and the rest of the shipping in the harbour lay idle. On May 9th at a meeting of shipping agents and stevedores it was agreed that no more than the original rate of Rs. 1-8 should be paid, and that evening the stevedore who had paid Rs. 1-12 came into line with the others. From that date there was a general strike amongst the Telugu shipping coolies in the port.

A suggestion that an increase of two annas should be granted was made but apparently did not at the time reach the ears of those ultimately responsible. For some days cessation of work on the ships in port was general. Steps were then taken to recruit Burmese labour. Burmese labour was first actually employed by one of the stevedores on the 14th, and within a few days of this it was employed generally. By the 22nd there are said to have been as many as 2,000 Burmese coolies employed. The men were however entirely untrained and congestion of the shipping in the river continued to increase. On about the 22nd the Scindia Steam Navigation Company announced its intention of granting an increase of four annas. The other shippers then reconsidered the question, and at a meeting on Saturday the 24th they came to a unanimous agreement to grant the extra four annas. Some six years ago a similar strike had occurred amongst the shipping labourers, and Burmese labour had been employed. When the strike was over the original strikers had been re-employed and the Burmese labour dispensed with. During the recent strike the possibility of there being a recurrence of this procedure had been taken up by certain Burmese newspapers. When on the 24th May the shippers agreed to give the increase of four annas there appears to have been some sort of understanding that Burmese labour should not be dispensed with entirely. But the understanding was of the vaguest nature. The British India Steam Navigation Company did in fact continue to employ some Burmese labour on the Sunday night and Monday. But as regards the other companies, the matter was left to be dealt with by the stevedores. On the Sunday the Telugu coolies held a meeting at which they decided to accept Rs. 1-12 and a number of them actually went out to work that night. In one case we have evidence that Burmans and Coringhis worked that night in the same ship and that there was no sign of ill-feeling between the two communities.

GOVERNMENT OF BURMA.

SUPPLEMENTARY MEMORANDUM NO. 2.

Functions of Protector of Immigrants and Emigrants and his assistant, as defined in Government Resolution of 5th April 1918 :—

I. To get into touch with all the authorities and agencies responsible for the welfare and provision of facilities for the transport of deck passengers, the British India Steam Navigation Company, the Municipality, the Port Trust, the Chief Collector of Customs, the Commissioner of Police, Rangoon, and the Port Health Officer; to arrange with them the best methods of removing the difficulties and mitigating the discomforts of the embarkation and debarkation of deck passengers; and to report to the Local Government when in his opinion the best methods feasible are not being adopted;

II. To get into touch with employers of labour and coolie maistries of Rangoon with a view to regulating as far as possible, through their agency, the pressure of the deck passenger traffic on the shipping space available;

III. To consult the British India Steam Navigation Company as to the best methods of securing that tickets shall be sold to deck passengers at the prescribed rates, and to arrange for the adoption of such methods;

IV. To receive complaints from deck passengers as regards any grievances connected with embarkation or debarkation or with the sale of tickets, and to take the action directed under Instruction (I) above in all cases in which a legitimate grievance has been established;

V. To see that adequate shelters for deck passengers unable to secure accommodation elsewhere are provided by the responsible agency;

VI. To assist the Municipality and the Police in the control of encampments for waiting deck passengers especially with regard to the measures necessary to secure that the shelters provided shall be occupied only by *bona fide* deck passengers.

GOVERNMENT OF BURMA.

SUPPLEMENTARY MEMORANDUM No. 3.

Number of Burmese and Indian Shipping Labourers employed at Rangoon from June 1930 month by month.

Stevedores.	June 1930 2nd to 30th.		July 1930.		August 1930.		September 1930.		October 1930.	
	Burman.	Indian (Telugu).	Burman.	Indian (Telugu).	Burman.	Indian (Telugu).	Burman.	Indian (Telugu).	Burman.	Indian (Telugu).
British India Steam Navigation Co.	14,779	18,792	11,266	13,377	8,490	12,034	7,277	10,797	7,506	10,161
Average per day	510	648	363	432	274	388	243	360	242	328
Rushall & Co.	9,103	18,469	4,130	7,845	2,120	5,850	4,742	4,136	4,780	4,934
Average per day	314	637	133	253	68	189	158	138	154	159
Hurry Krishna Pillai & Co. ..	5,985	10,775	2,384	6,793	1,904	5,779	6,433	3,966	2,852	3,783
Average per day	206	372	77	219	61	186	214	132	92	122
Vrsalovich & Co.	1,570	2,098	1,222	2,214	760	1,552	696	2,610	760	1,058
Average per day	54	72	39	71	25	50	23	87	25	34
Comotto Elsey & Co.	3,335	2,394	2,441	1,080	475	1,954	2,246	703	255	1,427
Average per day	115	83	79	35	15	63	75	23	8	46
Nichols & Co.	1,280	2,514	1,230	726	548	1,044	1,423	1,018	536	755
Average per day	44	87	40	23	18	34	47	34	17	24
Total ..	36,052	55,042	22,673	32,035	14,297	28,213	22,817	23,230	16,689	22,118
Average per day	1,243	1,898	731	1,033	461	910	761	774	538	713

MR. C. A. SNOW, M.A., I.E.S., DIRECTOR OF PUBLIC INSTRUCTION, BURMA.

V.—Welfare.

36. (*i*) The list of schools given below shows the provision of education facilities by employers in Burma for adult workers and workers' children.

It will be noted that there is only one school for adults. The Adult Education Movement started in Burma only four years ago, and outside Rangoon and the Military Police the demand hardly exists. Though the Military Police force does not come within the purview of the Commission, it may be mentioned that night schools have been opened for sepoys at Myitkyina, Bhamo, Taunggyi and Pyawbwe, and schools for the children of sepoys at Myitkyina, Pyawbwe and Taunggyi.

The schools for workers' children shown in the list were opened by the Companies in areas where educational facilities did not exist or where a special type of school was required. All are now recognised by the Education Department and receive grants from Government or from the Local Education Authorities except the vernacular schools of the Burma Oil Company in Yenangyaung and Chauk which are wholly financed by the Company. The Burma Oil Company also employs an Inspector of Schools to supervise its schools.

In areas where the Companies have not provided special education facilities, there is provision for the education of the children of workers in the ordinary schools recognised by the Department.

LIST OF SCHOOLS.—(*i*) *and* (*ii*) *For Adult Workers and Half-Time Workers.*

	Number on Roll in 1928-29.	Approximate contribution by Company in 1928-29.
		Rs.
The Burma Oil Company Indian Night School, Syriam. (This school was registered last year by the Education Department as a night school and received a grant-in-aid of Rs. 720 from Government.)	From 80 to 100.	
(*iii*) *For Workers' Children.*		
(*a*) By the Burma Railways—		
1. Railway English Girls' School, Insein	97	3,500
2. Railway English Girls' School, Yamethin	52	1,650
3. Railway Anglo-Vernacular Tamil, Burmese and Hindustani Boys' School, Insein	185	5,800
4. Railway Anglo-Vernacular School, Myitnge	174	2,700
The above schools opened by the Railway Company are now recognised by the Education Department and receive maintenance grants. The expense of maintenance is thus shared equally by Government and the Railway Company. The buildings and equipment were provided by the Company.		
(*b*) By the Burma Oil Company—		
1. The Indian Anglo-Vernacular School, Syriam	90	2,400
2. St. George's English School, Syriam	166	2,400
3. The Burma Oil Company Vernacular School, Myenikhin (Yenangyaung Township)	200	..
4. The Burma Oil Company Vernacular School, Twingon (Yenangyaung Township)	171	..
5. The Burma Oil Company Vernacular School, Beme (Yenangyaung Township)	180	..
6. The Burma Oil Company Vernacular School, Nyaunghla (Yenangyaung Township)	157	..
7. The Burma Oil Company Tamil School, Nyaunghla (Yenangyaung Township)	63	..
8. The Burma Oil Company Vernacular School, Khangon (Yenangyaung Township)	72	..

	Number on Roll in 1928-29.	Approximate contribution by Company in 1928-29. Rs.
9.)	70	..
10. > Three Burma Oil Company Schools at Chauk, Sale Township.	80	..
11.)	89	..

The Burma Oil Company Vernacular Schools in Yenangyaung and Sale Townships are entirely financed by the Company which also provides an Inspector of Schools.

The Indian Anglo-Vernacular School is under the direct management of the Company. St. George's English School is run by the Church of England Mission and receives from the Company a monthly grant of Rs. 200.

(*c*) By the Bombay-Burma Trading Corporation :—

1. Bombay-Burma Trading Corporation Anglo-Vernacular School, Dalla, Rangoon	110	4,425

This school was recognised by Government and receives a maintenance grant.

(*d*) By the Burma Corporation :—

1. Federated Shan States' Anglo-Vernacular School, Namtu..	90	(Received a subsidy of Rs. 1,000 per annum from Company.)
2, Burma Corporation's English School, Bawdwin. The latter school has recently been opened. Particulars are not yet known.		

(*iv*) *Extent to which used.*—To judge from the attendance the employees fully avail themselves of the opportunities offered by the Companies.

VI.—Education.

40. (*i*) A note on the education facilities offered by Industrial Companies for the children of their employees is given under V.—Welfare (36) (*iii*) above. In areas where the Companies have not provided schools there is accommodation for the children of workers in the ordinary schools.

(*ii*) The latest statistics of children employed in factories are those of 1926-27; the Chief Inspector of Factories, Burma, reported there were 1,340 children employed in factories in that year. He was not aware of any special educational facilities provided by factory owners. It is presumed that most of the children were employed for light work in rice mills or in small weaving factories.

(*iii*) Outside Rangoon there is little demand for adult education.

During the past year there were 20 registered night schools in Rangoon, with a total attendance of 2,034 students. These schools are managed by private societies or *Sanghas* and are attended chiefly by Indians of various callings, mechanics, police, motor-drivers, bill peons, etc. Nearly all communities, *viz.*, Tamils, Telugus, Oriya, Bengali, Mahomedans, Hindus and Burmese are represented. In most of the schools a little English is taught.

41. Full details of the facilities appended for Industrial and Vocational training are given in Chapter VII of the Annual Report on Public Instruction for 1927-28.

42. No statistics have been collected on this subject, but it is apparent to any visitor to the industrial areas that there has been a rise in the standard of living of the Burman industrial labourers in the last decade: among Indian coolies there appears to be no marked change. The rise in the standard of living is due to good pay and not to improved education.

MR. C. INNES, O.B.E., B.Sc., M. INST. C.E., M.I.E., DEPUTY CHIEF ENGINEER, PUBLIC WORKS DEPARTMENT, BURMA, BUILDINGS AND ROADS BRANCH.

I.—Recruitment.

1. (*a*) *Government Labour.*—In Central Burma labour is mainly local recruited; in Southern Burma the unskilled labour comes principally from Madras; and in Northern Burma most of the unskilled labour is obtained from the local tribes and China.

Carpenters, as a rule, are Chinese, and masons Indians, but near the Chinese Frontier good Chinese masons are obtainable.

Engine drivers generally are Indians; and other skilled labour is obtained from locally trained Burmans or Indians permanently domiciled in Burma.

(*b*) *Contractors' Labour.*—Except in Central Burma, contractors are nearly all Indian and Chinese who employ Indian and Chinese labour.

1. (*i*) Government labour does not migrate to any extent, but the labour of contactors is largely migratory to India.

2. (*i*) A portion of the Chinese and Indian labour returns to its villages at intervals in order to cultivate fields.

(*ii*) No statistics have been collected, but the permanent labour force of the Buildings and Roads Branch is estimated at about 10,000 unskilled and 1,000 skilled labourers. Contractors' permanent labour is probably not more than half these figures.

3. (*i*) As the demand occurs the supply usually is met without any special arrangements by Government.

(*ii*) Existing arrangements are satisfactory.

(*iii*) The necessity for any change has not been felt.

II.—Organisation.

14. (*i*) The record of attendance of labour is made on a Muster Roll kept as a rule by the head man of the gang and, when possible, checked daily by the departmental staff.

(*ii*) Wages are paid in cash by the Sub-divisional Officer.

15. (*i*) Works of every description are given out on contract whenever possible.

(*ii*) The different classes of work which make up a project usually are sublet to petty contractors, but subletting to a greater extent is prohibited by the conditions of contract.

(*iii*) Contractors' labour is subject to the same medical and sanitary regulations as Government labour, wherever this is practicable, otherwise it is entirely under the control of the contractors.

III.—Housing.

16. (*i*) Contractors house their labour temporarily when necessary.

(*ii*) Government houses its labour either permanently or temporarily when necessary.

(*iv*) Casual labour often houses itself temporarily.

18. Most of Government's labour is employed outside towns.

(*i*) The workers seem satisfied with Government accommodation.

(*ii*) Permanent wooden huts, allowing usually 40 square feet per man, with floors raised off the ground and attached cook houses, or temporary mat and thatch huts of similar construction, are provided as a rule.

(*iii*) Natural lighting is obtained by means of batten or mat doors and windows. No artificial lighting is provided. Conservancy in the jungle is unnecessary. These huts are always sited near a suitable water supply.

19. The accommodation provided is always used.

20. No rents are charged.

IV.—Health.

24. (*ii*) Government provides medicines, and in the case of large works special medical arrangements are made in accordance with P. W. D. Code, Volume I, paragraph 264 (Annexure).

25. (*i*) The medical facilities provided by Government are fully utilised.

26. (*i*) Pit latrines are provided when necessary.

(*ii*) A source of supply for drinking water is always provided.

(*iii*) No special bathing or washing facilities are provided except in or near towns, as natural facilities usually exist in most places.

29. (*ii*) Malaria is frequent, but cholera cases only very occasionally occur.

VII.—Safety.

44. The appendices to the Buildings and Roads Yearly Administration Reports give the accidents which have occurred in connection with electrical installations. The number of accidents at the Government Quarries, Mokpalin, has been ten during the last five years of which three have been fatal.

VIII.—Workmen's Compensation Act.

51. There have been three cases in which compensation has had to be paid during the last five years. Of these, two cases occurred at the Mokpalin Government Quarries.

IX.—Hours.

78. An eight-hour day is universal with Government labour.

79. Sundays are free, but where there are five-day bazaars, bazaar days are free.

XII.—Wages.

96. Unskilled labour is paid from Rs. 15 to Rs. 30 per month and skilled labour from Rs. 50 to Rs. 100.

97. The increased percentage in wages since the War has varied from 30 to 50.

98. Figures obtained from local Post Offices indicate that considerable amounts are remitted to India by Money Order; and in one case 75 per cent. of the wages is recorded as having been so remitted.

99. Where there are no bazaars and food supplies cannot be obtained, such as in the Putao district, payment is made partially or wholly in kind.

100. Government labour is paid direct.

101. Wages are fixed by custom, and in special cases by negotiation.

102. See reply to 79. Overtime payment is exceptional and is arranged by negotiation.

106. (*i*) Fining for neglect of duty is a recognised custom, but is exercised to a very small extent.

(*ii*) There are no other deductions.

(*iii*) Fines are automatically credited to the work.

107. (*i*) Government wages are paid monthly except in the case of casual labour which is paid weekly or at shorter intervals.

(*ii*) The month's wages are paid within the first ten days of the ensuing month.

(*iv*) Unclaimed wages are credited to the work.

XIII.—Efficiency.

112. No improvement has been apparent in recent years.

ANNEXURE.

Extract from Public Works Department Code, Volume I.

* * * * * * * * * *

VIII.—Sanitary Rules on Extensive Works.

264. A set of special rules framed by the Inspector-General of Civil Hospitals, Burma, is included in Appendix XII and it is the duty of the Superintending Engineer to see that these rules are carried out.

Any reasonable outlay in this connection on account of sheds for workpeople, water supply, drainage, conservaney, hospital establishments or Police, may be authorised as forming part of the contingent outlay on the work under execution.

MESSRS. BULLOCH BROS, & Co., LTD., AGENTS, BRITISH INDIA STEAM NAVIGATION Co., LTD., RANGOON,
MEMORANDUM DATED THE 23RD SEPTEMBER 1929.

I.—Recruitment.

1. (*i*) The labourers employed in loading and discharging the Company's steamers are Indians from the Coromandel Coast of India.

(*ii*) These labourers immigrate to Rangoon in very large numbers during the Burma harvesting season, *i.e.*, November-February and incidentally some obtain employment with the Company.

2. (*i*) The majority after having saved their earnings return to India within a few months. The rest who are less thrifty postpone their departure until savings are greater.

(*ii*) A very small percentage of these immigrants owing to continued employment in the Company and also to certain ties formed here have settled here more or less permanently. These hardly ever return to the land of their birth.

3. (*i*) This Company does not recruit labour in India.

7. (*i*) All our labour is of the casual type.

8. (*i*) Casual labour—duration cannot be computed.

(*ii*) The Company employs on an average 510 labourers per day and 420 per night.

II.—Staff Organisation.

10. The Cargo Department is in charge of a Cargo Superintendent and an Assistant Cargo Superintendent. The Cargo Superintendent posts labour to the various ships in proportion to the amount of cargo to be handled. The labourers under the charge of the Head Maistry assisted by his Clerk are sent by launch to the steamers. The Head Maistry and his Clerk are on monthly salary.

11. The Cargo Superintendent is a Commander in the Company's service and the Assistant Cargo Superintendent holds the rank of Chief Officer.

12. (*i*) The Supervising Staff of the labour on board steamers consists of men who have been promoted from the grade of Tally Clerk. Each of the Supervisors has over 10 years' service with the Company.

13. (*i*) Relations between staff and rank and file are generally very good.

14. (*i*) These are kept by the Head Maistry and checked by the Cargo Superintendent.

(*ii*) Wages are paid by the Cargo Superintendent to each Gang Maistry who pays the gang.

15. (*i*) One firm of Stevedoring Contractors is employed by the Company, and a small percentage of the loading of Company's steamers is done by them.

(*iii*) The labourers are supplied by the Contractors but their work is supervised by the Company's staff.

IV.—Health.

23. (*v*) The physique of the workers is average and their general health is good.

(*vii*) Overcrowding in tenement houses occupied by labourers is very common owing chiefly to their thrifty nature. This is an evil which calls for legislation, for if allowed to continue is liable seriously to impair the health of the workers.

24. (*i*) The Company provide medical attention in case of accident or sudden illness while on duty.

(*ii*) Government provide free hospital treatment in all cases of sickness or accident for which services this Company pay them an annual subscription of Rs. 500.

26. (*i*) Ample latrine accommodation is provided on all the Company's steamers.

(*ii*) and (*iii*). A plentiful supply of water is obtainable on the steamers for drinking and washing purposes.

VII.—Safety.

45. Accidents on board steamers are most commonly the result of carelessness of the workmen in not keeping clear of slings of cargo, both on deck and in the hold.

48. First-aid is always rendered on board in case of an accident.

VIII.—Workmen's Compensation.

51. (*i*) Compensation is claimed in all cases of accident except trivial ones.

IX.—Hours.

78. (*i*) Hours worked per day are ten.*

79. Days worked per week are five or six.

XII.—Wages.

		Rs.	A.	P.	
96. (*i*)	A Cooly is paid	1	8	0	per day.
	A Stower is paid	1	13	0	„
	A Gang Maistry is paid	1	13	0	„
	A Winchman is paid	2	2	0	„
	A Dock Maistry is paid	2	12	0	„

101. (*ii*) The rates of wages paid to workers are those ruling at the port of Rangoon.

* Corrected as 11 hours during oral evidence, *vide* Part II—M-3518-A.

102. No overtime is earned by labourers as separate gangs for day and night work are supplied to steamers. Labourers who work on Sunday are paid the same rates as those who work during the week.

106. (*i*) No fines are inflicted.

(*ii*) There are no deductions from workmen's wages.

107. (*i*) Workmen's wages are computed weekly.

(*ii*) One week elapses before payment.

109. (*i*) The payment of a gratuity or bonus has the effect of speeding up loading.

(*ii*) A gang of workmen loading rice are paid in addition to their wages a gratuity as follows :—

	Rs.
If over 1,900 bags shipped day or night	2
If over 2,300 bags shipped day or night	3
If over 2,800 bags shipped day or night	4
If over 3,000 bags shipped day or night	5

110. (*i*) As our labour is of the casual type there are no leave rules in force.

XV.—Industrial Disputes.

123. (*i*) A strike of workmen occurred in 1924 due to the machinations of agitators.

(*ii*) It lasted for three weeks.

(*iii*) The strikers returned to work on the same rates of wages as paid previously.

(*iv*) Loss to industry was negligible and the workers lost three weeks' wages.

THE MANAGER, IRRAWADDY FLOTILLA COMPANY, LIMITED, RANGOON,

MEMORANDUM, DATED THE 30TH SEPTEMBER 1929.

I.—Recruitment.

1. (*i*) *Areas of recruitment.*—Chittagong and Dacca.

2. *Frequency of leave.—Certificated Serangs, Serunnies, Drivers and Tindals.*—Up to 8 months without pay after each year's work. After two years' work up to 8 months granted with free passage and one month's pay.

Crews.—As arranged by Serangs and Drivers.

3. *Methods of recruitment of seamen, as distinct from masters.*—Recruited by Serangs and Drivers.

7. *Unemployment.—Cetificated Serangs, Secunnies, Drivers and Tindals.*—Approximately 5·3% of the total number of these are unemployed.

Other ratings.—Employment varies. When not on vessels, usually find other employment, cultivation, mills, etc.

8. *Duration of employment.—Serangs Drivers.*—Continuous.

Other Ratings.—A few are at times paid off from vessels being laid up at slack periods.

II.—Staff Organisation.

11. Marine Superintendent, Superintending Engineer, and a Senior Office Assistant are selected from the European Marine, Engineering, and Office Staffs according to qualifications.

12. (*i*) and (*ii*) The Subordinate Supervising Staff consists of qualified European Marine and Engineering Officers. All the Indian Serangs and Drivers who officer vessels are recruited from Deck and Engine Room Crews. Suitable men are encouraged and assisted to obtain certificates qualifying them for promotion. Crews are trained under European Commanders, Officers and Engineers, and under Serangs, and Drivers in the course of their employment.

13. (*i*) Serangs, Secunnies and Drivers, and Tindals are in constant touch with, and interviewed by, the Supervising and Managing Staff. The lower ratings are entirely under the control of the Serangs, and Drivers, and are in most cases their relations or townsmen. At the same time the Managing and Supervising Staff are always available in case of grievances between lower and higher ratings.

15. *Extent of use of contractors for transport purposes,* e.g., *at steamer stations.*—All loading and discharging is done by outside labour. When receiving bag cargoes, crews do stowage work in holds. Vessels being adequately manned to allow for this.

IV.—Health.

23. Health conditions excellent.

24. (*i*) and (*ii*) Attention to illness and injuries are provided by the many Hospitals and Dispensaries to which employers subscribe.

25. Medical facilities fully utilized.

27. Frequent inspection by employer's agents, supervising and travelling staffs. All sanitary arrangements, drinking water, crews quarters, etc., receive special attention.

V.—Welfare.

The nature of the employment makes welfare work impracticable, but a house is provided where Serangs, Secunnies, Drivers and Tindals may live rent free while awaiting employment.

IX.—Hours.

78. Conditions under which services are conducted make it difficult to give a definite daily period of work or to define "working hours". Tides, fogs, channels, groundings all affect number of hours worked, none of our vessels run continuously for any length of time and few run outside the hours of daylight.

Services vary in length, and vessels get transferred from one to the other of which some are longer at one period of the year than at another; speed of vessel employed, quantity of cargo carried, time occupied in loading and discharging, etc., all influence working hours. Certain vessels with continuous running hours have a complete rest day or more between each short trip or else have extra relief men on board. On Inland Steam Vessels work in the Deck Department is ordinarily carried out on the system that all hands turn to when there is work for all, but when steaming or at terminal ports only portions of the crew are called on to perform the few duties necessary for the safety and comfort of all on board. Crews bring rarely their families to this country and live on board their vessels, and "spread over" time cannot therefore be defined. In the engine room on large steamers regular watches of four hours are kept, but on smaller vessels the driver simply relieves men as most convenient.

After allowing for all the varying conditions mentioned, it is estimated that our Native crews work almost nine hours per day for six days per week but as vessels are manned on a generous scale, certain members of the crew are to be found asleep at any part of the nine hours working day.

XII.—Wages.

96. *Prevailing rates of wages and earnings.—Serangs.*—Rs. 46-8-0 to Rs. 151-8-0 per month.

Drivers.—Rs. 46-8-0 to Rs. 106-8-0 per month.

Secunnies.—Rs. 35-8-0 per month.

Tindals.—Rs. 35-8-0 per month.

In addition to the above, Serangs on certain services or work draw commission. Maximum Rs. 75-0-0 per month. Lascars Rs. 25-8-0, Firemen Rs. 30-8-0, Coalman Rs. 25-8-0.

97. *Movements in recent years.*—Increased by 30 per cent. in some cases, to 50 per cent. in others since 1919.

103. Pay of all grades is standardized.

106. (*i*) *Deductions.*—Fining occurs only very occasionally.

(*ii*) *Other deductions.*—Only for value of cargo missing or pilfered and for damage done.

(*iii*) *Utilization of fines.*—To make good losses involved.

107. (*i*) *Periods for which wages paid.*—Monthly.

(*ii*) *Period elapsing before payment.*—10/15 days.

(*iv*) *Treatment of unclaimed wages.*—Only arises in case of death in which case payment is made to next of kin.

108. No indebtedness to employers, and rarely, it is believed, is this class of employee indebted privately.

VII. *Types of contract in use between employer and labour for employees not certificated under the Inland Steam Vessels Act.*—No contract with uncertificated employees who are chosen and appointed by Serangs and Drivers.

Note.—The above notes do not apply to the crews of dumb barges and flats.

IRRAWADDY FLOTILLA CO., LTD., SUPPLEMENTARY MEMORANDUM DEALING WITH FLATS, CARGO BOATS AND DUMB BARGES, DATED THE 13TH NOVEMBER 1930.

I.—Recruitment.

1. *Areas of Recruitment.*—Chittagong Coramandel Coast—Cargo Boatmen.

2. *Frequency of leave.*—Flat Serangs and Tindals go on leave generally every 3 years. Lascars have no set times going on leave.

3. *Methods of recruitment of seamen, as distinct from masters.*—No definite scheme for recruitment. Men apply for work in Rangoon and are engaged as required.

7. *Unemployment.*—Depends entirely on the cargo being carried. If no cargo is being handled, Flats and Cargo Boats are not required and are consequently laid up and crews paid off.

8. *Duration of employment.*—Serangs and Tindals continuous, but other members of the crews irregular, according to traffic being handled.

II.—Staff Organisation.

12. Each Marine Superintendent has a Gunner who was formerly a Super-cargo afloat with riverine experience. These men however merely assist the Marine Superintendents and have no authority over the crews.

Men start as Lascars and as vacancies occur in the ranks of Serangs or Tindals these are filled from senior Lascars.

13. (*i*) Serangs and Tindals take order direct from Marine Superintendents, Commanders and Agents, but the rank and file take orders direct from Serangs and Tindals.

15. *Extent of use of contractors for transport purposes, e.g., at steamer stations.*—Crews do not handle cargo but merely tally all cargo and stow bags which have to be loaded into holds.

IV.—Health.

24. *Extent of Medical facilities provided.*—None; but all employees when necessary are treated at any of the Riverine Hospitals to which the Company freely contributes.

27. *Extent and nature of official supervision.*—Their living quarters on board are frequently inspected and special attention is given to the sanitary arrangements, provision for drinking water and cooking facilities.

XII.—Wages.

96. *Prevailing rates of wages and earnings*—

	Rs.	A.	P.	
Flats Serangs	41	8	0	per month
Flats Secunnies	35	8	0	,,
Flats Lascars	25	8	0	,,
Cargo Boat Tindals	30	8	0	,,
Cargo Boat Lascars	25	8	0	,,

97. *Movement in recent years.*—Last increased in October 1920, when increase amounting to 50% were received by the Lascars, 42 per cent. by the Secunnies and 38·3 per cent. by the Serangs.

106. *Deductions*—

(*i*) *Extent of fining.*—Only very occasionally.

(*ii*) *Other deductions.*—Fines levied for shortage of cargo (*i.e.*, cargo disappearing after being tallied and when incharge of crew) or loss of gear.

(*iii*) *Utilization of fines.*—To make good losses as above.

107. *Periods of wage-payment*—

(*i*) *Periods for which wages paid.*—Monthly.

(*ii*) *Period elapsing before payment.*—10/15 days.

108. *Indebtedness.*—No indebtedness to employers and very few cases of indebtedness to outsiders come to the notice of the Company.

THE BURMA OIL COMPANY, LIMITED (SCOTLAND),

GENERAL MEMORANDUM, DATED THE 4TH JANUARY 1930.

History of the Company.—We may first be permitted to give a brief résumé of the history of the Company.

In 1871 a Company was formed in Glasgow for the purpose of erecting Works for the distillation and refining of the crude earth oil of Burma. At this time the source of supply of the Crude Oil—shallow hand dug wells—was within the territory of and under the control of the King of Burma, and the impossibility of treating for regular supplies on reasonable terms soon made the position of the Company untenable. A further attempt was made to carry on working in 1876 and, from that year to 1886, the Works were extended and improved so that they were capable of dealing with 200,000 gallons of Crude Oil per month. In the latter year King Theebaw was deposed and his territory annexed. The Indian Government fell heir to the King's personal oil wells and oil well sites, but recognised the then existing private rights of ownership of the Twinzayoes, who held hereditary rights to all well sites in the native Reserves of Twingone and Beme, and their oil wells and oil well sites were preserved to them, subject only to the State's royalty on production. The Company then proceeded to secure its position by acquiring leases of well sites from the Twinzayoes and lands in and around the Reserved Areas of Twingone and Beme. The well sites of the Twinzayoes and the oil lands of King Theebaw all fall within the two areas known as the Twingone and Beme Reserves. The Oil sites consist of circles of 60′ diameter. The great majority of them are held by the Burmah Oil Company but at different times some have been held and worked by ten other Companies. The other areas shown on the map are held *in toto* by the Burmah Oil Company on lease from Government. Having secured their holdings in Yenangyaung the Company's next step was to develop them by modern methods. Up till then, drilling had been by hand sunk shafts. In 1889 the first machine drilled well was completed and that date may be taken as the real beginning of the Industry on modern lines. Since that year progress has beeen steadily made in Oil field development accompanied, step by step, with increased refining and marketing facilities till today the Crude Oil handled monthly by the Company has increased since 1889 by 8000 per cent. Additional oil lands and potential oil lands have been acquired and are being developed by the Company, including portions of the Yenangyat, Singu and Minbu Oilfields in Burma and the Budderpore Oil Company in Lower Assam, and numerous prospecting areas throughout Burma and India. In 1908 the Company connected their producing centre at Yenangyaung with their refineries at Syriam by means of a 10 inch pipe line some 275 miles long. In 1922 the Company converted their field of operations at Yenangyaung to electrical power thus introducing the most up-to-date methods known to the industry. Under a co-operative scheme electrical energy has been made available to other operators. The Singu Field is now in process of Electrification. The Refineries are situated at Syriam about 5 miles south of Rangoon. Here the whole of the plant has recently been reconstructed and concentrated, and all the latest improvements installed. From there the products are pumped to tank steamers at moorings in the Rangoon river and carried to the main ports of India. The quota required for Burma is barged to an installation at Dunneedaw at the southern end of Rangoon Town and distributed thence by rail, steamer, sailing junks and lorry throughout the Province. Our total labour therefore is thus employed in several separate areas.

(1) Under the control of our Headquarters at Yenangyaung there is the labour employed at (*a*) All the Burma Oil Fields; (*b*) the main Yenangyaung-Rangoon Pipe Line; (2) Syriam Refinery; (3) Dunneedaw Installation; (4) Badarpur Oil Field; (5) Chittagong Installation; (6) Akyab Installation—a small outstation from No. 5 actually situated in Burma.

The Company's policy towards its labour is the same in all areas, and conditions differ only according to the locality. Thus in the Oilfields, which are situated at the best near a medium sized mofussil town, the Company have had to create facilities such as schools, hospitals, etc. At the Refineries, however, which are close to Rangoon and in a populous district, they have contributed in a large measure to the erection, enlargement and maintenance of such facilities as have been provided from time to time by Government, Municipal Agency, or private enterprise.

II.—Staff Organisation.

10. The Company's Administrative Offices in the East are situated in Rangoon, Yenangyaung, Chittagong and Badarpur. Each is under the direct control of the London Office of the Company, the latter being represented in India by a General Manager. The Offices at Yenangyaung and Badarpur administer the Burma and Lower Assam Oilfields respectively. The Chittagong Office is in charge of marketing the Company's products in Eastern Bengal and part of Assam. The Rangoon Office has charge of the Refineries and tank steamers and of the marketing of products in Burma.

IV.—Health.

30. At present our labour receive free medical attention during periods of sickness; even so we find that many Burmans prefer to attend their own doctors. We consider that they would receive no more,—but probably less—benefits should any insurance scheme be introduced and, in any case, we are of opinion that the conditions of labour in this country and the lack of associations, such as are to be found in the United Kingdom for the administration of such benefits, render the introduction of any scheme of sickness insurance undesirable.

V.—Welfare.

37. Originally this Company rewarded long service by awarding pensions to those of its employees who had served them for 25 years. On 1st January 1919, a Provident Fund was started for all members whose pay ranged from Rs. 30 to Rs. 200 per month. After 31st December 1929 no pensions will be granted to employees who are eligible for Membership of this Fund. Under this Scheme the employee contributes one month's salary in instalments per year to the fund and the Company adds a like contribution at the end of the year; all balances carry interest at 5 per cent. per annum. Although at first employees were slow to realise the advantage of this Scheme, perhaps due to the native suspicion of any innovation, membership increased steadily till at 1st January 1929, there were 3,570 members with accumulated funds of Rs. 18,97,404-1-0. It has now been decided to invest the Fund outside the Company and administer it by a separate Trust Company. It has also been decided in order to obtain the benefits of the Indian Income Tax (Provident Fund Relief) Act of 1929 that this Fund should conform to the conditions necessary for recognition by Government.

VIII.—Workmen's Compensation.

On the enactment of the Workmen's Compensation Act which was not originally applicable to this Company's employees, the Burmah Oil Company voluntarily applied its schedule to all its employees earning less than Rs. 300 per month. When Government later notified the application of the Act to certain classes of our workers—about 60 per cent.—the Company continued to treat its whole labour force alike. Our experience of the Act has so far been too short to judge its effects. Several Insurance Companies in Burma cater for this form of insurance. The Burmah Oil Company arranges its insurance internally. We consider that where an employer's resources are limited, insurance is desirable to safeguard the employee's interests. We do not think, however, that external insurance should be made compulsory to all employers. If it is decided that legislation for compulsory insurance is to be enacted, provision should in our opinion be made for the exemption of employers whose resources are ample to meet all probable claims. We consider that the Act could with advantage be extended to all organised industries in India. We consider the scales and conditions governing the grant of compensation quite suitable but would like to see the term "Industrial diseases" more clearly defined; a competent medical practitioner should be the sole judge as to whether or not a disease is due to the nature of the employment. The greatest advantage in the payment of compensation, particularly in the case of death, lies in prompt payment and we should therefore like to see the machinery of Administration of the Act considerably speeded up. With this end in view we suggest that (1) Commissioners under the Act should be Government Officials living in industrial areas; (2) Commissioners should be easily approachable so that in undisputed cases, where the employer has deposited compensation, there should be no necessity for the claimant to employ legal assistance; (3) there should be no delay in settlement of undisputed claims; (4) in cases of permanent partial disablement, where the claimant has accepted the compensation offered, there should be no suggestion that he is compelled to attend before the Commissioner and signify his approval before the Commissioner will register the memorandum of agreement; (5) in cases of compensation for death, where the workman has been killed in one province and his dependants live in another, and the names and addresses of the dead man and his dependants have been supplied by the employer, there should be no delay in paying the compensation to the dependants in the province in which they live.

XII.—Wages.

105. At all our centres there is an ample supply of labour and there is considerable evidence that the minima paid are satisfactory. In the present state of industrial development of India, with the varying standards of living of the various races and castes, we consider that any attempt to fix minimum wages by statute throughout India is undesirable and indeed impracticable.

MEMORANDUM DEALING WITH LABOUR CONDITIONS AT THE OIL FIELDS.

I.—Recruitment.

1. (*i*) About 47 per cent. of the labour employed representing 8,098 men is Burman, the balance is classified below :—

Race.	Province.	Numbers.
Telugus	Madras	2,717
Uriyas	Behar and Orissa .. Madras	2,856
Hindustanis	United Provinces ..	1,567
Chittagonians	Bengal	904
Chinese	.. .. ..	43
Others	.. .. ..	1,069

(*ii*) Telugus, Uriyas, Chittagonians and Hindustanis have been attracted to the Oilfields by the rates of pay obtainable. Our men of these classes come from groups of villages and there is little doubt that workmen returning from the Oilfields spread news about the pay and conditions in the Oilfields.

(*iii*) No changes are noticeable in the past 5 years. The times of the yearly exodus, just before and after the monsoon, have not changed.

2. (*i*) No statistics are available, but it is estimated that 80 per cent. of the Burman Workmen live with their families near the Oilfields. The majority of the Indians return to their homes at least once every three years.

(*ii*) *Extent of permanent labour force.*—17,254 as at August 31st, 1929.

3. (*i*) Men seeking employment register their names at the Labour Bureaux. Requisitions are sent to the Labour Bureaux by departments requiring labour. On receipt of the requisition the Labour Bureau selects men from its registers in priority of registration, with due regard to nationality and qualifications, to fill the vacancy. Skilled men are medically examined before engagement by the Company's Medical Officer. This is our only method of engaging workmen and we are able to obtain all the labour we require.

(*ii*) *Possible improvement.*—Existing arrangement is quite satisfactory.

(*iii*) *Public Employment Agencies.*—Not necessary for the Oilfields.

4. *Extent and effects of disturbance of family life.*—No statistics, but an estimate of the extent of disturbance of family life is given below :—

4,320 Unmarried Indians with families in India	.. 25 per cent. of the Payroll.
4,320 Married Indians with families in India	.. 25 per cent. of the Payroll.
860 Burmans living away from their families	.. 5 per cent. of the Payroll.

The balance of 6,880 Burmans and 860 Indians are living with their families.

No marked or persistent effects are noticeable so far as life and habits of the Indian coolie working in Burma are concerned. Many Indian employees come to the Oilfields to earn money to assist their families at home and in these cases the disturbance of family life is seemingly for the ultimate benefit of those left in the village. Racial and family ties are very strong and Indian employees whether married or single only in very rare instances form attachments with the women of Burma leading to permanent settlement here.

7. (*i*) No statistics are available but the Labour Bureaux have a daily average of 1,500 men on their registers seeking employment. About 20 per cent. of these registrations become invalid after 14 days owing to the men having left the neighbourhood.

(*ii*) There are other factors besides the numbers discharged accounting for local unemployment. Floods in an irrigated area caused crowds of destitute cultivators or their sons to try their luck in the Oilfields. A failure of the rains in other years had similar effects. For the past three or four years the numbers employed showed a steady increase and gave the impression in centres far from our control that employment in the Oilfields was easily obtainable. This year the expansion stopped and a steady but gradual reduction took place. The present unemployment is not so much due to the number of men reduced as to our inability to absorb the new comers who continue to arrive. So soon as the jungle Burman and the Telegu and Ooriyah realise that employment is not so easy to obtain the numbers of new men coming to the Oilfields will fall off.

The records and particulars of all men who registered for employment between August 1st and 15th, 1929, are classified below :—

	New men.	Retrenchment.	Discharged.	Retired.	Other Reasons.	Total.
1. New men	431	..	..	..	..	431
2. Men who have been employed, left and applied again for work after an absence of less than 6 months	..	124	103	46	35	308
3. As in 2 but over 6 months and under one year	..	16	22	35	16	89
4. As in 2 and 3 but over one year and under two years ..	..	23	26	75	12	136
5. Over two years	..	12	12	66	9	99
Total ..	431	175	163	222	72	1,063

"Other reasons" include, men long absent, unsuitable men, men unwilling to continue at work in one department and applying for work in another, and those whose card passes allowing them to work in the Oilfields have been cancelled by the Warden of the Oilfields.

Retrenchment and dismissals account for about	32 per cent. of those registered for employment.
Retirements account for about	21 per cent. of those registered for employment.
Other reasons acccount for about ..	7 per cent. of those registered for employment.
New men account for about	40 per cent. of those registered for employment.
	100

(*iii*) It is hoped that this local distress, which at the time of writing (October 1929) is not serious, will right itself with time.

(*iv*) *Unemployment Insurance.*—Not desirable.

8. (*i*) No useful figures can be given of the relation of length of service among workmen to numbers at present employed. It has been observed that skilled labour stays in many cases for many years while general unskilled labour is migratory. When coolies become even semi-skilled and by a little experience or ability obtain particular jobs there is a tendency to stay for a year or so. The average monthly discharges and retirements for 1928 for all causes were 8 per cent. of the total payroll.

(*ii*) *Extent of casual employment.*—Negligible, *i.e.*, for the whole of 1928, 2,438 men days.

(*iii*) (*a*) The absence of workmen, apart from absence for sickness or injury, is voluntary and is usually for one or two days.

Daily total average of absentees ..	4 per cent. of those employed.
Daily average absent for medical treatment	1·22 per cent. of those employed.
Daily average absent for injury ..	·59 per cent. of those employed.
Daily average absent for other causes ..	2·19 per cent. of those employed.

The principal causes of absenteeism apart from illness or injury are death or illness of relations, family affairs, sickness (for which the workmen prefer indigenous medicine rather than Western treatment), weather and amusements.

(*b*) Men going on leave or men resigning to go home are struck off the payroll and paid up before going. They are not classed as "absentees".

(*c*) Times lost 690 men days per day on an average payroll of 17,254 men, earning about Rs. 1-8-0 per day.

Wages lost to the workmen in round figures estimated at Rs. 800 per day less Rs. 350 paid in sick or injured pay.

II.—Staff Organisation.

10. For convenience of management the Companies' spheres of oil winning activities in Burma are divided into two main areas—Yenangyaung and Singu—with an Agent in executive charge of each and responsible to an Assistant General Manager (in India) of the Company, whose Head Quarters are at Yenangyaung. Each area has its own organisation of departments such as Drilling Production, Geological, Engineering, Electrification, Stores and Labour Welfare with Heads responsible to the respective Agent of the area. Co-ordination is secured by having Superin-

tendents for each department who act in an advisory capacity to the Assistant General Manager in India and, in conjunction with the Agents, exercise control so far as may be necessary in the interest of co-ordination, over Heads of their respective departments in each area.

12. (*i*) As America is the home of the " Oil Industry " all of our supervising staff were originally drawn from that country. In recent years efforts have been made, with some success, to train Britishers to this work. Burmans are being encouraged to shoulder more responsibility but their progress is very slow. Several are now, however, taking on work originally done by Americans though only in one case, has one been found capable of being placed in charge of even a small field.

(*ii*) Burman drillers are recruited as raw hands on the derrick floor at Rs. 1-2-6 a day and are promoted by ability to positions varying according to responsibility from Rs.125 to Rs. 175 a month. There are about 100 posts of this description. Well pulling supervisors on Rs. 125 a month are promoted from men who started as coolies on Rs. 1-2-6 a day.

Machinists are graded and are promoted to higher grades according to ability.

(*iv*) *Works Councils and Industrial Councils.*—There are two Workers Councils. One composed of Burman employees for dealing with points affecting Burman workmen : the other of Indian employees for Indian questions. These Councils meet at regular intervals, they are presided over by the Labour Superintendent. The minutes of the meetings together with recommendations or reports of grievances are forwarded to the Management by the Labour Superintendent.

14. (*i*) Timekeeping for workmen is carried out through the common system of hanging metal tokens on a board when coming to or going from work. Timekeeping is under the control of a separate department. Time sheets are forwarded to the Wages Department which is separate from and independent of the Timekeeping Department.

The time of clerks and supervisors is kept departmentally.

(*ii*) Wages are paid by a section of the Accounts Department called the Wages Department.

Two days before pay-day pay vouchers are sent to the heads of each department by the Wages Department for issue to the men. The pay vouchers give details of the time worked, rates of pay and deductions and the amount payable. The workmen produce these vouchers at their Godowns and in exchange their pay is counted out to them by an European paymaster.

15. (*i*) Contractors are used as intermediaries between ourselves and labour principally in regard to construction work classified as follows :—

(*a*) Timber work.

(*b*) Steel oil/water tanks, dismantling and re-erecting.

(*c*) Earth work, soiling and metalling of new roads and maintenance of such roads.

(*d*) Masonary to a small extent.

(*ii*) Sub-contracting exists but we take no cognisance of it.

(*iii*) On occasions we erect quarters for contractors' labour. In all cases we supply labour with water for drinking and other purposes. We exercise no control over contractors' working hours except where a Factory is involved. We give contractors' labour free medical attendance when injured. In many cases contractors' labour work on piece-work system. Their men rarely work during the intense heat of the day and sometimes work late at night by moonlight.

(*iv*) The effect of using contractors as intermediaries is that by such means we are able to get work done economically and quickly. The men employed by the contractors earn more money than our own men on similar work paid on a daily basis.

III.—Housing.

16. (*i*) As at August 31st, 1929, housing was provided for 9,205 employees or 53% of the number employed.

(*iii*) No statistics are available but it is estimated that about 5,000 employees live in rented quarters.

(*iv*) No statistics are available but it is estimated that about 3,000 men live in quarters belonging to themselves or their relations.

17. There is little difficulty in obtaining land round the Oilfields for building purposes. Application is normally made through the Thugyis of village areas to the Deputy Commissioner.

18. (*i*) The workmen's likes and dislikes have been taken into account and as far as has been economically possible quarters have been built to the liking of the various classes they are intended to house.

(*ii*) All quarters are single storeyed buildings. The opinion of the Company's Medical Officers is obtained before quarters are built. All quarters are built with due regard to airiness, light and drainage.

(*iii*) Main roads and pathways are electically lighted in all the large barrack areas at Khodaung : so soon as current and materials are available they will be installed at Chauk. At Khodaung clerical staff and senior artisans can obtain interior electric light on payment for current consumed and for fittings used, which fittings remain their property.

There are adequate latrines in all areas, and with the exception of two areas where the ground has been sufficiently level to allow automatic flush systems to be used, are of the bucket type.

Conservancy is under the Medical Officer. Dust bins are kept near all quarters for collecting refuse and the contents are removed and incinerated daily.

All roads, pathways and surroundings of quarters are swept daily by special sweepers.

Water is available from stand pipes for 24 hours a day.

Clerks and supervisors have separate bath rooms in the compounds of their quarters. Workmen are provided with an adequate number of cement wash places in all barrack areas.

19. There are no empty quarters.

20. All Company accommodation is supplied rent free to employees.

21. There is no subletting. The workmen of other employers do not occupy our quarters. There has been no trouble about discharged men leaving Company quarters.

22. It is our opinion that residence in Company quarters raises the standards of living of the clerk or workman accommodated. To obtain the prizes that are offered for the best-kept quarters and gardens men spend a lot of their spare time with their families pottering round their gardens instead of going to the villages and spending money in useless ways. Well-kept gardens beautify and reduce the cost of maintenance of the quarters provided, help to raise the standard of living, encourage general tidiness and provide a certain amount of cheap recreation.

IV.—Health.

23. (*i*) *General Health conditions of workers.*—The total deaths of employees from both natural causes and accidents was 84 between January 1st and August 31st. 1929.

(*ii*) In the villages, all deaths and births are reported to the Thugyi, in the Municipality, to the ward headman. We record all births and deaths among the employees accommodated by the Company and the birth rate for the eight months, January 1st to August 31st, 1929, was 15 per 1,000 and infant mortality (under 2 years) 427 per 1,000 children born. For the purposes of calculating the birth rate and infant mortality rate we have taken only housing areas where married workmen living with their wives and families are housed. Areas allotted to Indian bachelors are not included.

(*iii*) (*a*) In the Oilfields the men generally work in the open, drilling well derricks are provided with shelter against sun and rain.

The Workshops are newly built and are light and well ventilated. The Factories comply with all the provisions of the Factories Act.

(*iv*) The staple foods are rice, dhal and vegetables.

Burmans eat a fair amount of fish and chickens, generally the Burman lives well. The Telugu in Burma eats flesh about once a week. The Ooriyah in Burma is usually a vegetarian. Mohamedans eat flesh, fish or chickens nearly every day.

(*vi*) Not applicable to the Oilfields as a city. Little apparent effect. Although so many of the Indian workmen are either bachelors or living away from their wives the amount of venereal disease, treated, or known, is no larger among the Indian workers than among the bachelor Burman worker who is living with or near his own family.

(*vii*) Statistics are kept for the main Oilfields at Khodaung and Chauk and out of a payroll of 14,700 men between 1-1-29 and 31-8-29 there were 84 deaths. The mortality rate per thousand employed was therefore 5·7. In the same period out of 8,494 employees living in Company's quarters in these two Oilfields there were 13 deaths or a mortality rate of 1·5 per 1,000.

24. (*i*) The Company employs 4 whole-time European Medical Officers with a staff of 5 qualified Indian doctors and one Burman doctor, 10 compounders, 2 European nurses, 12 Asiatic nurses and 25 dressers. There are two hospitals with accommodation for 140 Asiatic patients. The main Hospital at Nyaunghla has recently been rebuilt and is entirely up-to-date. Major operations are regularly performed,—it has a complete and modern X-Ray installation and a Pathological Laboratory where the usual tests (including Wessermann) are a part of the regular routine. There are two hospitals for contagious diseases with accommodation for 85 Asiatic patients. In addition there are 7 Company dispensaries where treatment for injuries or minor cases is available day or night. Motor ambulances collect out-patients unable to walk to the dispensaries.

(*ii*) There is a Government hospital with 39 beds and an out-patient ward capable of handling 90 cases a day but few B. O. C. employees attend.

25. (*i*) Indians in general avail themselves of our medical facilities with great readiness although a few have some hesitation about becoming in-patients. Burmans use our medical facilities but many prefer to lose pay and take treatment from Burman Seh Sayas. A workman does not get pay whilst sick except on a medical chit signed by a qualified medical practitioner.

(*ii*) Occasionally by families of employees.

26. (*a*) (*i*) Latrines are provided in all Factories.

(*ii*) Water for drinking is available at work places.

(*iii*) There is a liberal supply of water laid on to all drilling wells, godowns and field offices and workmen bathe and wash from these taps.

(*b*) (*i*) Latrines are provided in all Company housing areas.

(*ii*) Water is supplied to all Company housing areas. The villages immediately round the Oilfields are supplied with water by the Company.

29. (*i*) No industrial disease.

(*ii*) Mild cholera epidemics occur at the end of the rainy season.

Cases in 1928 :

Cholera	56	employees. In addition 21 non-employees were also treated.
Plague	15	
Hookworm	27	
Beri beri	14	

There is no indigenous malaria. A few cases of imported malaria were treated during the year.

30. All workmen recommended for sick leave by the Medical Officer are paid up to 7 days full pay for each period of sickness, and all medical treatment is free. These terms have been in force since 1923. It is unlikely that any system of sickness insurance would confer on our workers greater benefits than they now enjoy. There would moreover be considerable difficulty in getting *all* Burman workers to accept Western medical treatment, hence we consider it unnecessary and undesirable to introduce a system of sickness insurance.

31. *Maternity Benefits.*—None. Less than 20 women workers are employed and as these leave they will be replaced by men.

V.—Welfare.

32. (*i*) Provision of free schools.
Investigation of grievances.
Settlement of disputes between workmen.
Clubs/Institutes.

33. The Company employs European Labour Superintendents in each of the large Oilfields.

34. (*a*) (*i*) Food carriers are employed to carry food for shift workers from their home to the men at work. Brahmin cooks are employed to cook food for Indian gangs messing together.

(*ii*) The Labour Superintendent encourages the Indian unskilled labourer to take part in village sports such as fire dances, wrestling and similar games that the men usually play in their villages. There are recreation grounds and athletic sports for Burman workers and inter-school sports for B. O. C. school children are arranged. There are 18 football clubs among the Company's Asiatic employees. Two clubs, furnished with billiard tables and materials for other indoor games, together with tennis courts have been provided by the Company for employees of the clerical class.

(*iii*) Free electric lights are given to Pagodas, Mosques, Hindu and Sikh Temples. Motor lorries are lent for religious or other holiday processions. Practical assistance such as the provision of electric lights, water and transport is given to Indian workers in making arrangements to celebrate the big Pujas.

35. The difficulty of obtaining level ground in the vicinity of the Oilfields has hampered the work. Both Indians and Burmans are keen on watching games or athletics but the numbers wishing to take an active part are comparatively small.

36. (*i*) At present no facilities. A year or so ago an evening class to teach Burman drillers the names in English of the various tools and operations used in connection with drilling oil wells was started as an experiment. The attendance which had never been large, gradually dwindled away. The attendance was voluntary and as we doubted the wisdom of making it compulsory the experiment was not repeated. If there were a request from our men to provide educational facilities for them we should be prepared to give it favourable consideration.

(*ii*) We employ no workers on half time.

(*iii*) The Company has built, fully equipped and staffed 15 vernacular Primary Schools and 4 Vernacular middle schools. These schools are recognised by Government and inspected by Government School Inspectors. The staff are all fully qualified Government certificated teachers. All education for employees' children is free. English is taught from the III Standard upwards.

(*iv*) There are 1,446 Burman and 257 Indian children attending Company schools. The average daily attendance is 75·86 % of those on the schools rolls.

37. The Company has a provident fund for this purpose. Men whose basic monthly wages total Rs. 30 or over are allowed to contribute upto one month's pay in one year. The Company contributes a sum equal to the workmen's contribution interest at 5 % per annum is paid on all balances.

38. The Labour Superintendent works in close touch with the workmen. In response to suggestions made to him about the high cost of living and the high rates charged in the bazaar to those compelled to buy on credit the Company started a rice store in 1924. The store gradually extended its activities to include kerosene oil, cooking oil, clothes, soap and condensed milk. The Company sells kerosene oil to the store at concession rate. At the end of the trading year the profits are shared out *pro rata* to the employees' purchases during the year. At the share out in January 1929 for the trading year ending the previous September the store shared out Rs. 103,852 to 11,041 men representing a dividend of 10%. The dividend for the previous year was 9%.

VI.—Education.

40. (*i*) Besides the Company schools, there are several Government recognised Anglo-Vernacular and Vernacular Schools in the towns near the Oilfields, in addition elementary education is given to Buddhist children in the numerous Hpongyi Kyaungs.

(*ii*) There are no children employed by the B. O. C. in the factories in the Oilfields.

(*iii*) Apart from one or two private teachers there are no facilities.

42. Our experience is that education generally brings a higher standard of living but there are exceptions. Men with some education are found preferring to mess with and live amongst the class in which they were born rather than adopt the standards of the class in which their superior education qualifies them to work. The industrial efficiency of machinists, electricians and artisans generally is improved by education. The industrial efficiency of the unskilled labourer would only be affected to the extent that it would make him a candidate for promotion to some capacity where he will no longer be classed as unskilled.

VII.—Safety.

43. We consider the existing Factory regulations adequate.

44. During 1928 the following accidents in factories were reported :—

Fatal.	Permanent partial disability.	Temporary disability.
Nil.	3	87

45. Cause.

	Permanent partial disablement.	Temporary disablement.
Defects in plant or machinery	..	..
Burns	..	19
Dropping of tools	..	14
Injuries from chips of steel, etc.	1	14
Workmen's own carelessness	2	33
Carelessness of fellow workmen	..	7
Total ..	3	87

46. " Safety belts " to prevent falls are provided for men working on oil well derricks. Orders compelling drillers to wear them when working on the derrick have been issued and are generally obeyed. Men not wearing safety belts are liable to dismissal. Guards have been fitted to machinery on wells drilling by the rotary process. A list of " donts " for workmen printed in Burmese, are prominently displayed in all shops and factories. Warning notices in different vernaculars are posted outside electrical sub-stations.

Every accident is enquired into on the assumption that under different circumstances it might have been fatal and when possible orders are issued which should prevent recurrence.

47. From January 1st to August 31st, 1929—

Death	*Permanent partial disability.*	*Temporary disability.*
7	9	717

The figures under the heading "temporary disability" include all accidents even if th disability be for one day only.

48. First aid boxes are kept in godowns on the field. There are seven dispensaries with qualified Burman and Indian doctors in charge. Three Motor ambulances are available at all hours.

49. Heads of Company Departments are kept posted with regard to Rules and Regulations and are responsible for seeing that all subordinates permanently or temporarily in control of operations are cognisant of danger where such exists, of risks to avoid, and of current safety regulations. It is part of Labour Superintendent's routine welfare work to see that 'Safety First' principles are practised throughout the Company's operations.

50. There is nothing to show that accidents are in any way caused through fatigue or ill health. We have recently started to keep particulars of the hour at which each accident occurred and out of 823 accidents 707 happened in daylight and 116 during the dark hours. The percentage of men working after dark is 23 per cent. of the payroll. Working conditions affect the number of accidents considerably. The nature of the industry, which calls for men to control heavy tools and materials at a height with others working below them and the broken and difficult nature of the ground in the Oilfield areas are conditions which affect the number of accidents. The carelessness of the men, the familiarity which has bred contempt, is also a large factor.

VIII.—Workmen's Compensation.

51. (*i*) The provisions of the Act have been extended to cover certain classes of the Company's employees, but the Company, both previous to the extension and since, has voluntarily applied the provisions of the Act to itself in all cases of men injured at work.

(*ii*) See reply to 51 (*i*). Every man injured at work claims and receives compensation as though the Workmen's Compensation Act covered his particular case.

(*iii*) No effects noticeable.

(*iv*) The Company covers its risks arising out of accidents to men at work by a system of internal insurance. Our work people appear to have no qualms about the financial ability of the Company to settle any claim for compensation arising out of an accident at work.

(*v*) Generally we consider that compulsory insurance by employers under this heading is desirable but recommend that allowance and provision be made to exclude those large business concerns that have taken, or will take, measures to cover their risks under the Workmen's Compensation Act by an arrangement of internal insurance.

52. Inasmuch as we voluntarily apply the provisions of the Act to all our employees our views are in favour of the extension.

Possibility of providing against insolvency of employers so covered.—By compulsory insurance subject to the exceptions stated in the answer to 51 (*v*).

53. *Suitability of provisions relating to*—(*i*) *Scales of compensation.*—Suitable.

(*ii*) *Conditions governing grant of compensation.*—Suitable.

(*iv*) *Machinery of administration.*—(*a*) Commissioners under the Act should be Government officials living in industrial areas. (*b*) Commissioners under the Act should be easily approachable so that in undisputed cases where the employer has deposited compensation there should be no necessity for the claimant to employ legal assistance. (*c*) There should be no delay in settlement of undisputed claims. (*d*) In cases of permanent partial disablement where the claimant has accepted the compensation offered there should be no suggestion that he is *compelled* to attend before the Commissioner and signify his approval before the Commissioner will register the memorandum of agreement. In cases where the Commissioner and the compensated workman live at some distance apart, the agreement should be registered without further extension of the usual period unless the workman has protested in person or by letter. (*e*) In cases of compensation for death where the workman has been killed in one province and his dependants live in another province and the names and addresses of the dead man and his dependants have been supplied by the employer there should be no delay (*i*) in transferring the money to the province in which the deceased man's dependants reside, (*ii*) payment made to the dependants.

(*v*) *Other matters.*—The scale of compensation as laid down appears generally suitable but certain anomalies arise. In a recent accident a man lost two thumbs; the scale of compensation for one thumb is 25 per cent. It is a moot point whether the disability caused by losing two thumbs is equal to the loss of a left arm below the elbow or a leg below the knee. Again it is

open as to whether the compensation should be 25 per cent. of the man's earning capacity plus 25 per cent. of 75 per cent. of the man's earning capacity, or 50 per cent. of his earning capacity. In the case quoted the man was compensated on a basis of 50 per cent. disability.

IX.—Hours.

(*a*) *Factories.*

55. (*i*) Our normal working hours are regulated consistently with the Factory Act now in force and are not more than eight hours per day throughout with necessary intervals. Except in the cases of "exempted" factories the hours worked per week are 48 hours per day of 8 hours.

(*ii*) The average overtime worked by 2,081 men in factories totalled 3,143 days a month. Total hours worked per day including overtime 8·46 hours: per week 50·76 hours.

(*iii*) Spreadover is almost non-existent the number of workers held on call being negligible.

56. 6 days are worked per week save in the cases of "exempted" factories.

57. *Effect of 260 hours restriction.*—(*i*) and (*ii*) Does not affect us or our workmen as we work an 8 hours day.

59. *Possibility of reduction in maxima.*—We see no need for any reduction.

60. (*i*) (*a*) and (*b*) The intervals we give are in accordance with the Factory Act. In many cases they are more liberal and are such as to minimise fatigue of which we have had no complaints. They provide for meals in accordance with the workers convenience.

(*ii*) *Suitability of the law.*—Suitable.

(*iii*) *Suitability of the hours during which the factory is working.*—Suitable.

(*iv*) *Number of holidays given.*—Burman workers 10 days a year: Indian workers 8 days a year arranged appropriate to caste/religion. Pay is sanctioned for these holidays. Men working on a sanctioned holiday receive double pay.

61. (*i*) In all our Factories other than those "exempted" Sunday is observed as a day of rest. Days of rest in "exempted" Factories are regulated by the Factory Act with the approval of the Factory Inspector.

(*ii*) *Suitability of the Law.*—Suitable.

62. Exempting provisions and the use made of them relate to Oil-Water Pump stations on the Main Pipe Line, Oil Refineries, and Electric Power Stations.

(*D*) (*c*) *Other Industrial Establishments.*

78. (*i*)

Driller and Driller helpers	.. Shift	56 hours week ..	8 hours shift.
	Day workers	56 hours week ..	10 hours day. 6 hours Saturday.
Well Pullers	.. Shift ..	56 hours week ..	8 hours shift.
	Day workers	56 hours week ..	10 hours day. 6 hours Saturday.
Rigbuilders	..	56 hours week ..	10 hours day. 6 hours Saturday.
Other labour	..	46 hours week ..	8 hours day. 6 hours Saturday.

(*ii*) Shift workers, or 20 per cent. of the total employed do not work overtime. Day workers are seldom called upon to work overtime. Based on the first six months of 1929 the actual average time worked was 8·57 hours per day; 49·42 hours per week. Overtime is only worked to enable important jobs to be finished or in connection with public safety.

(*iii*) There is no spreadover. Men are only on call during their work hours.

79. Some shift workers, about 15 per cent. of the total employees work 7 days a week, the remaining employees work six days a week.

80. We see no necessity for special regulations.

X.—Special questions relating to women, young adults and children.

(A). *Factories.*—81—89. No children are employed in our Factories. Except for 6 women employed in a Saw-mill as saw dust carriers no women are employed.

At present we have no real facilities for the apprenticeship or training of young adults. We employ young men, teach them crafts but after they have learned a little they often feel or believe that they have learned sufficiently to earn a higher wage elsewhere, leave us and seek employment from others.

C. *Other Establishments.*—92. 7 women are employed in collecting oil from hand dug wells. 117 women and 36 children are employed to carry food to men at work but are not in any way employed in the industry. 94 boys are employed as messengers. Apart from the above, women and children are not employed. As women and children are generally unsuitable for Oilfields work we offer no opinion, on the need for regulations.

XII.—Wages.

96. (*i*) We have no piece rates. For prevailing rates and average earnings see accompanying statement giving summary of occupation for the 4th quarter of 1928.

(*ii*) Agricultural labour Rs. 15 to Rs. 18 a month.

(*iii*) All earnings are paid in cash. Free housing is not considered in any way as part of a man's earnings, *i.e.*, the rate of pay is the same whether the workmen be housed or not.

97. (*i*) There has been no general increase since 1923. There has never been a decrease in the standard rates of pay of our workpeople.

(*ii*) There has been no general variation since the last increase in 1923 when the increased rates were part of a strike settlement.

(*iii*) In pre-war days the number employed in the industry was about 30 per cent. of the present payroll. We have no figure of pre-war cost of living. There has been a decrease in the cost of living the past 2 years and wages have remained constant.

98. No money is sent to villages through the Company. The amount sent through the Post Office to villages in India by the Ooriyahs and Telugus is known to be large. It is estimated that the Ooriyah sends back 30 per cent. of his monthly earnings: the Telugu about 20 per cent.

99. No payments in kind are made.

101. (*i*) Wages were fixed by a negotiated agreement during the strike in May 1923 but the wages of certain classes were again increased spontaneously by the Company in November 1923.

(*ii*) Wages in certain departments were increased by the Company according to the increased responsibility that the Burmans showed they could hold.

102. Overtime and Sunday work is paid for as straight time based on an eight hour day.

103. The wages of 82 per cent. of the men employed are standardised.

104. There have always been large numbers of men attracted to the Oilfields by the wages obtainable there. Increased rates would make very little difference in the class or qualification of the men seeking employment. A decrease in rates would affect the supply of skilled men but the current rates of pay for unskilled workers are so much in excess of present day cost of living for these men, that a cut in unskilled rates would have to be very large before the supply of man would be materially affected.

105. We have applied a rough system of minimum wages to ourselves. The minimum wage paid to workmen is Rs. 26 for a 26 day month. Apprentices, durwans, sweepers, domestic servants, cooks for labour gangs, a total of a little less than 10 per cent. of our employees, are not classed as workmen.

Our view is that actual minimum rates for wages depend essentially upon economic factors such as the supply of workers available and the employers' ability to pay. In the relatively stable conditions now obtaining in the Oil Industry in Burma, such factors have resulted and seem likely to continue to result in wage minima satisfactory alike to employee and employer. We would deprecate legislation or any other means which aim at an arbitrary fixation of rates independent of the natural economic factors which must ultimately control them.

106. (*i*) *Extent of fining.*—Average monthly Rs. 1,002-9-0. Average monthly payroll Rs. 8,36,204-8-0.

(*ii*) *Other deductions.*—(*a*) Men who have joined the Provident Fund described under reply to 109 (*i*) agree to have one tenth of their pay deducted for ten months of the year. No deduction is made in December because of the hardship caused through the collection of the Thathameda tax and no deduction is made in April the month of the Burmese New Year festival.
(*b*) The yearly deduction from the December pay of the work people of Thathameda Tax.

(*iii*) Fines are kept in a separate account and used for charities, to repatriate sick workmen, to assist dependants of deceased workmen apart from those injured or killed at work, to assist sports meetings and provide prizes for the best-kept Asiatic gardens and quarters.

(*iv*) We see no necessity for legislation but consider that it should be recognised as desirable that fines be used entirely for objects of charity in aid of Asiatic employees and for the promotion of their welfare generally.

107. (*i*) *Periods for which wages paid.*—Monthly.

(*ii*) *Periods elapsing before payment.*—Normally pay out starts on the 12th of the month and is completed by the 17th. 80 per cent. of the men are paid out by the afternoon of the 14th.

(*iii*) *Desirability of legislation.*—(*a*) to regulate periods. (*b*) to prevent delay in payment. Undesirable.

(*iv*) Unclaimed wages are kept in a separate account. Such wages are paid even after lapses of many years whenever the proper claimant applies for them.

108. (*i*) We have little information but a very large number of Burman agriculturists borrow money at seed time and repay out of the proceeds of the harvest. A small percentage of our Burman employees from time to time assist their relatives in villages but whether this assistance is used for debt reduction or for general purposes is not known.

(*ii*) There is little indebtedness among our Indian workpeople. The Burman generally is limited in his expenses not by the pay he earns but rather by the amount of credit he can obtain. Statistics are not available.

109. (*i*) There are bonus schemes in certain departments whereby—

(*a*) A given time is allotted for a certain task. The bonus given is equal to the pay of the days saved, *i.e.*, if the time allotted be 30 days and the job is finished in 25 days, the bonus will be equal to 5 days pay. It is shared among the men participating *pro rata* and is normally paid at the pay day following the completion of the job.

(*b*) There is a Provident Fund to which all men whose monthly earnings total Rs. 30 may belong. The man subscribes up to one month's pay in one year, the company adds a similar amount. Interest at 5 per cent. per annum is paid on all balances.

(*ii*) The scheme outlined in the answer to 109 (*i*) (*a*) is based on work done.

110. (*i*) A monthly average of 90 men, or 0·5 per cent. of the payroll applied for and were granted an average of 20 days leave each in the first six months of 1929.

(*ii*) Leave with pay is granted to all Asiatics on agreements or on monthly rates of pay. Men on daily rates are granted leave without pay and are reinstated on their return. Extension of leave, on the representation of the workmen, is granted whenever possible.

(*iii*) There is no loss of back lying wages. All dues are paid before the man starts his leave.

XIII.—Industrial efficiency of workers.

112. We have taken this to include Burmans. There has been an improvement in efficiency of Burman and Indian workers during the past 10 years.

113. Although no direct comparison can be made between Burman/Indian and foreign workers in this country, it may possibly be remarked that whereas two Americans only are required to drill a well in the U. S. A., a crew of 6 to 12 Burmans are required in Burma; again where three men form a production gang in America, 7 Burmans are required in this country.

114. Such comparison as is possible is affected mainly by education and character. Migration, machinery, physique, climate and standard of living affect the comparison little.

Normally the Burman with practical experience is unfit to be a supervisor by his limited education. It is difficult to find educated Burmans with sufficient patience and character to take up manual work for a long enough period to fit them for positions of supervison.

115. We have little opportunity of changing our working hours but in regard to night shift work it can be said definitely that the work produced through the night is not as good as that produced during the hours of day-light even with the adequate electric lighting and supervision that we have.

There are no statistics to show what advantage lies in expenditure on health and sanitation and although there is doubtless some measure of advantage it is not readily apparent inasmuch as 90 per cent. of the workmen are employed in the open air.

To a certain extent the same applies to housing except that improved housing invariably raises the standard of living, helps to keep work people contented and thereby has an effect on production.

In certain departments a bonus given for quicker results, closely akin to piece work, increased the amount of work done, allowed the men to earn more pay in less time and to a limited extent allowed supervision to be reduced. Our work people are little addicted to drink or drugs and for that reason we would prefer that licensed liquor or opium shops were not opened near the Oilfields.

There are few, if any, duties performed by our workmen capable of producing industrial fatigue such as can be imagined in Factories producing goods for sale on repetition work. Our work, even in our factories is varied, movement from place to place and changes of position are constant.

116. Generally the operations connected with oil winning depend on factors entirely beyond the workers' control.

Improved efficiency might be obtained by the adoption of piece work/bonus system where possible, and secondly in technical instruction in evening or other classes. In regard to the evening classes workers will never profit by facilities offered until they have developed more character than they now have. The failing of our workers lies in their incapability of sustained effort and inability to tackle things out of the ordinary.

XIV.—Trade Combinations.

117. (*i*) and (*ii*) There is no organization of employees. There was at one time a Labour Union (to the best of our belief un-registered) to which a small percentage of our Burman work people belonged but about the middle of 1926 this became moribund.

119. There are no Trade Unions in the Oilfields.

XV.—Industrial Disputes.

123 (*i*). There was a strike among the Oilfield workers in 1923. The main demands were for more pay, free housing or an allowance in lieu, free water supply to all villages, abolition of the bribery and corruption on the Oilfields necessary to obtain employment, and a reduction in Thathameda-tax. The strike did not affect the Indian employees; it followed closely upon the first elections to the Legislative Council and there is little doubt that there was intense Burman political feeling behind it.

There was a brief strike in 1926. The principal causes being the institution of an independe system of timekeeping, and the change over from monthly rates of pay to daily rates for man workers, there was also a demand for an increase in pay and for a reduction in Thathameda-tax or at least that it should not be collected through the Oil Companies. There has been no strike since 1926.

(*ii*) The strike in 1923 started in March, a settlement was reached in May and part of the men returned but again went out, the strike ultimately fizzled out in July 1923. The strike in 1926 lasted from February 2nd to February 27th when the men returned to work unconditionally. Neither strike affected the Indians to any great extent. Both strikes are noteworthy for the violent intimidation carried on by a few extremists and the numerous cases of incendiarism.

(*iii*) The 1923 strike was settled by (*a*) an all round increase in rates of pay. (*b*) The establishment of a Labour Bureau to register men seeking employment, to select and engage workmen for all vacancies and to investigate complaints of unjust discharge, extortion or other grievances. (*c*) Water was supplied to villages surrounding the fields. It was not a condition of the settlement of the strike but more housing was built, as a free gesture. The 1926 strike fizzled out in three weeks and the men returned to work without a settlement.

(*iv*) In the 1926 strike the loss to industry cannot be estimated. Quite apart from the loss of production there were the cases of wells in the process of drilling and upon which lakhs of rupees had been spent which were being ruined. The loss to the workers was about Rs. 200,000 in wages not earned. No figures for the 1923 strikes are available.

124. (*v*) We have two workers councils, one representing all classes of Burman workmen and one representing the Indian workmen. These councils meet at regular intervals and make representations on behalf of their workers. In addition all workmen put grievances or requests through the Labour Bureaux where they have unrestricted entry at all times of the day.

DETAILED STATEMENT FOR 4TH QUARTER, 1928.

Statement referred to in reply to subject 96 (i).

Occupation.	Average No. of men employed.	Total Cost including overtime.	Men on Monthly Rate. Max.	Men on Monthly Rate. Min.	Men on Daily Rate. Max.	Men on Daily Rate. Min.	Average Cost per man per mensem.
		Rs. a. p.	Rs.	Rs.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Armature Winders ..	13	2,193 6 0	..	..	4 6 10	1 1 3	56 3 0
Assistant Surgeons ..	4	5,475 0 0	500	250	..	..	456 4 0
Assistant Labour Superintendents	2	1,534 4 0	300	225	..	..	255 11 0
Assistant Telegraph Superintendents ..	1	825 0 0	275	275	..	..	275 0 0
Bazaar Superintendent ..	1	183 4 0	..	..	1 10 8	1 10 8	61 1 0
Blacksmiths and Helpers	314	36,112 4 0	..	..	13 5 4	1 2 6	38 5 0
Boat and Bargemen ..	18	1,531 8 0	..	..	1 0 0	0 13 10	28 5 0
Boiler House attendants	17	2,765 6 0	..	..	4 0 0	1 5 4	54 3 0
Boilermen	397	47,278 8 0	..	..	1 8 8	1 0 0	39 11 0
Burmese Nurses ..	9	4,789 0 0	150	100	..	..	177 5 0
Clerks	1,048	2,76,596 13 0	400	30	..	..	87 15 0
Carpenters	176	26,759 6 0	..	..	4 3 9	1 0 8	50 11 0
Cartmen	12	1,130 8 0	..	..	1 8 8	0 14 10	31 6 0
Chemists	3	1,613 4 0	180	120	..	..	179 4 0
Compounders	10	2,878 6 0	150	75	..	..	95 14 0
Cooks for coolies ..	157	8,566 4 0	..	..	1 0 0	0 5 4	18 3 0
Construction Supervisor	1	430 2 0	100	100	..	..	143 6 0
Domestic Servants ..	571	42,962 0 0	..	..	2 0 0	0 5 4	25 1 0
Durwans	1,084	77,348 4 0	..	..	1 13 4	0 5 4	23 13 0
Drillers Helpers ..	2,630	3,56,657 14 0	..	..	5 3 2	1 2 6	45 3 0
Engineers (Assistants) ..	59	35,500 11 0	450	100	..	..	200 9 0
Electricians	13	8,722 4 0	475	60	..	..	223 10 0
Equipment Inspectors ..	123	14,122 4 0	..	..	3 4 4	1 1 3	38 4 0
Firemaster	1	600 0 0	200	200	..	..	200 0 0
General Labour ..	6,310	5,79,359 14 0	..	..	2 11 1	1 0 8	30 10 0
Havildar	1	600 0 0	200	200	..	..	200 0 0
Driller (Burman) ..	1	603 0 0	201	201	..	..	201 0 0
Hospital Attendants ..	9	929 10 0	..	..	2 0 0	0 13 4	34 6 0
Launch Dock staff ..	42	7,910 14 0	..	..	15 0 0	0 14 2	62 12 0
Launch Engine room Staff	29	4,118 4 0	..	..	4 0 0	0 12 10	47 5 0
Linemen	58	6,766 6 0	..	..	2 8 0	1 1 3	38 14 0
Masons and Helpers ..	98	17,852 12 0	..	..	3 13 7	2 5 0	60 11 0
Mechanics and Helpers ..	1,533	2,04,714 3 0	..	..	11 8 8	1 1 3	44 8 0
Meter Readers ..	22	4,026 2 0	170	30	..	..	61 0 0
Motor Boat Crews ..	10	1,147 2 0	..	..	2 0 0	0 13 4	38 3 0
Motor Car Drivers ..	266	45,814 8 0	..	..	2 14 2	1 1 3	57 7 0
Moulders	54	7,787 2 0	..	..	4 3 9	1 2 6	48 1 0
Oilmen	1,130	1,06,377 0 0	..	..	1 5 4	1 0 7	31 6 0
Overseers	35	15,979 12 0	400	60	..	..	152 3 0
Paymaster	1	633 0 0	201	201	..	..	211 0 0
Painters	10	1,157 2 0	..	..	3 5 0	1 0 8	38 9 0
Pattern Makers ..	5	702 8 0	..	..	3 4 4	1 5 7	46 13 0
Raftmen	2	233 10 0	..	..	2 14 2	1 9 11	38 15 0
Rigbuilders	1,141	1,43,660 12 0	..	..	5 12 4	1 1 3	42 0 0
Rod Pullers	1,175	1,60,727 14 0	..	..	6 11 9	1 2 6	45 10 0
Sawyers	33	4,531 6 0	..	..	4 13 0	1 5 7	45 12 0
Sawmill Supervisor ..	1	450 0 0	140	140	..	..	150 0 0
Signallers and Phone Operators	124	29,831 0 0	200	40	..	..	80 3 0
Surveyors and Draughtsmen	29	8,272 10 0	250	20	..	..	95 1 0
Steel Work Erectors ..	4	1,003 14 0	..	..	4 9 11	1 14 10	83 10 0
Switchboard Attendants	19	2,391 4 0	..	..	5 0 0	1 0 0	41 15 0
Sub-Station Attendants	16	2,423 14 0	..	..	5 0 0	1 0 0	50 7 0
School Masters ..	31	5,060 12 0	140	30	..	..	54 6 0
Telegraph Inspectors ..	3	1,299 8 0	190	90	..	..	144 6 0
Tinsmiths	11	1,513 10 0	..	..	2 5 0	1 2 6	45 13 0
Transport Assistants ..	8	6,772 10 0	350	225	..	..	282 3 0
Technical Assistants ..	1	1,211 8 0	201	201	..	..	403 13 0
Welders	54	8,856 8 0	..	..	5 12 4	1 2 6	54 11 0
Wiremen and Helpers ..	150	19,486 4 0	..	..	7 11 1	1 1 3	43 5 0
Watchmen	42	4,083 0 0	..	..	2 11 1	1 1 3	32 6 0
Total ..	19,122	2,364,864 11 0	..	..	..	..	..

MEMORANDUM DEALING WITH LABOUR CONDITIONS AT BADARPUR, ASSAM.

I.—Recruitment.

1. *Origin of Labour.*—Skilled labour only imported—all unskilled locally engaged.

2. *Contact with villages—*

(*i*) *Extent and frequency of return.*—No shortage of labour except at periods of sowing and harvesting crops.

(*ii*) *Extent of permanent labour force.*—800.

3. *Methods of recruitment.*—No recruiting necessary.

7. *Unemployment—*

(*i*) *Extent and character.*—Very little privation or involuntary unemployment but labour generally lazy and do no more work than necessary.

8. *Labour "turnover"—*

(*i*) *Average duration of employment.*—Two-three years.

(*ii*) *Extent of casual employment.*—About 5 per cent.

(*iii*) *Absenteeism—*

(*a*) *Extent, character and causes.*—Fairly general owing to private interests, intending crops, etc.

(*b*) *Seasonal or otherwise.*—Both.

(*c*) *Time and wages lost.*—About 15 per cent. of possible earnings.

II.—Staff Organisation.

14. *Timekeeping, piece-work, contract and attendance registers.*—Based on system at Burma Fields.

15. *Contractors as intermediaries.*—For all major constructional work.

III.—Housing.

16. *Extent to which housing is provided—*

(*i*) *By employers.*—For 10 per cent. of labour employed only. Remainder own their own houses and paddy land.

18. *Nature of accommodation provided in each class—*

(*i*) *In relation to workers' demands.*—Superior to own standard.

(*ii*) *In relation to best type from health point of view.*—Might be of better quality but sanitary and weather-proof.

20. *Rent rates in various classes.*—Free.

IV.—Health.

23. *General health conditions of workers*—Good.

(*i*) *Figures of mortality.*—In past 3 years ·002, ·002 and ·004 per cent. respectively.

24. *Extent of medical facilities provided—*

(*i*) *By employers.*—Well equipped hospital, 6 beds and free qualified native medical attention.

(*ii*) *By Government.*—Nil.

(*iii*) *By other agencies.*—Nil.

25. *Extent to which medical facilities are utilised.—*

(*i*) *Generally.*—By approximately 90 per cent. of workers.

29. *Disease.—*

(*ii*) *Prevalence of cholera, malaria, hookworm and other tropical diseases.*—Not excessive. Total cases treated for various ailments approximately 6,000 per annum.

31. *Maternity benefits.*—Nil.

V.—Welfare.

32. *Extent of welfare work—*

(*i*) *By employers.*—No special welfare measures taken in respect of general labour. Means of recreative exercise, *e.g.*, tennis, football provided for clerical and junior staff.

(*ii*) *By other agencies.*—Nil.

36. *Provision of educational facilities by employers.*—Nil.

37. *Desirability and possibility of provision for old age and permanent retirement.*—Membership of Company's Provident Fund open to all employees drawing Rs. 30 per mensem and over.

VI.—Education.

40. *Facilities for children of employees.*—Two secondary and one primary school within radius of 5 miles.

VIII.—Workmen's Compensation.

51. *Workmen's Compensation Act*—

(*i*) *Extent of use.*—Generally applied.

IX.—Hours.

Other Establishments—

78. *Hours worked per week and per day.*—See Statement "A" attached.

XII.—Wages.

96. *Prevailing rates (time and piece) and average earnings.*—See Statement "B" attached.

107. *Periods of wage payment (day, week or month).*—Monthly.

XIII.—Industrial Efficiency of workers.

113. *Comparative efficiency of Indian and foreign workers.*—General efficiency of local Indian labour much below average of Punjabis, Burmese, etc.

114. *Extent to which comparisons are affected by*—

(*i*) *Migration of workers.*—Slightly.

(*v*) *Physique.*—Considerably.

(*vi*) *Health.*—Slightly.

(*viii*) *Standards of living* —To some extent.

General character.—Mainly.

XV.—Industrial Disputes.

123. *Extents of strikes and lock-outs.*—Unknown to date.

STATEMENT "A".

78. Hours worked per week and per day—

Class of Labour.	Hours worked per day Normal.	Hours worked per day Actual.	Hours worked per week. Normal.	Hours worked per week. Actual.
(*a*) Machine Shop Labour and Telephone men ..	8	8·01	46	48·06
(*b*) Topping Plant men and Boilermen	8	8·54	56	59·78
(*c*) Engineering Department, Labour, Fields Coolies, Rodpullers and Rig-builders	9	9·48	52	56·88
(*d*) Drilling Coolies	10	10·01	56	60·06
(*e*) Tindals and Oilmen	12	12·31	84	86·17

79. Days worked per week—

(*b*) and (*e*) 7 days.

(*a*), (*c*) and (*d*) 6 days.

STATEMENT "B."

Occupation.	Rates of wages per mensem. Maximum.	Rates of wages per mensem. Minimum.	Average earning per mensem.	Average earning per day.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Surveyors	210 0 0	125 0 0	158 4 0	..
Draftsmen	150 0 0	110 0 0	135 5 0	..
Welders	150 0 0	130 0 0	155 8 0	..
Carpenters	26 0 0	14 0 0	18 10 0	..
Maistries	30 0 0	20 0 0	25 3 0	..
Dressers	40 0 0	35 0 0	36 3 0	..
Chowkidar, Office boys, etc. ..	20 0 0	8 0 0	13 9 0	..
Sweepers	40 0 0	10 0 0	19 13 0	..
Rigbuilders	23 0 0	14 0 0	15 7 0	..
Drilling Coolies	40 0 0	14 0 0	19 9 0	..
Firemen and Helpers ..	28 0 0	12 0 0	22 15 0	..
Oilmen	18 0 0	14 0 0	17 7 0	..
Blacksmith and Helpers ..	1 2 0 per day.	0 9 0 per day.	..	0 14 0
Masons and Helpers ..	36 0 0	14 0 0	22 6 0	..
Vicemen and Helpers ..	190 0 0	12 0 0	56 3 0	..
Tindals	55 0 0	22 0 0	37 5 0	..
Malies	20 0 0	14 0 0	14 15 0	..
Drivers and Helpers ..	65 0 0	14 0 0	36 4 0	..
Syces	15 0 0	14 0 0	16 2 0	..
Coolies	18 0 0	14 0 0	16 2 0	..
Telephone men	85 0 0	14 0 0	30 12 0	..
Turners	4 1 0 per day.	3 4 0 per day.	..	4 0 0
Machinists	3 11 0 per day.	..	..	3 14 0
Topping Plant men	150 0 0	10 0 0	32 14 0	..
Motor Mechanic and Helpers ..	150 0 0	10 0 0	30 8 0	
Traversers	65 0 0	34 0 0	43 0 0	..
Tracers	45 0 0	..	51 4 0	..
M. Shop Foreman	250 0 0	..	250 0 0	..
Rod Pullers	55 0 0	14 0 0	22 15 0	..

MEMORANDUM DEALING WITH THE SYRIAM REFINERY.

I.—Recruitment.

1. (*i*) Chiefly from India, *viz.*—

Anglo Indians	125
Burmese	673
Hindustanis	1,440
Chittagonians	1,092
Telegus or Coringhis	2,486
Ooriahs	1,331
Bengalis	68
Chinese	75
Punjabis	152
Madrasis	44
Total ..	7,500

2. (*i*) Majority of Indian workers return to their native villages on an average ev ery third year for at least 3 months.

(*ii*) *Extent of permanent labour force.*—7,500.

3. (*i*) Applicants for employment register their names with us. Applicants are medically examined and those passed fit are engaged as necessary.

(*ii*) Existing arrangement appears to be satisfactory.

(*iii*) *Public employment agencies.*—In view of specialised nature of our requirements this is considered neither necessary nor practicable.

4. The majority of our workmen have their families in India.

7. (*i*) We have usually from 100 to 150 men applying for situations. At the end of each month the number is greater due to the fact that men leaving to go to their country usually do so at the end of the month. They are paid off on the 1st of the following month. The numbers applying for employment in recent years at Syriam do not indicate any serious problem of unemployment in Burma.

(*ii*) *Extent to which caused by—(a) Retrenchment or dismissals.* None due to these causes. During reconstruction of the Refinery those thrown out of employment were given a bonus equivalent to one month's pay so that they could settle their affairs. They were then repatriated.

8. (*i*) *Average duration of employment.*—We estimate the average for general labour at 3 years.

(*ii*) *Extent of casual employment.*—Unless for approx. 100 men engaged in loading and unloading steamers, etc., we have no casual labour.

(*iii*) *Absenteeism (a) to (c)*—

	Average monthly days lost.	Cost. Rs.	
Excluding Staff, Launch and Cargo Boat crews } Reason unknown	3,968	4,702	Wages lost.
Sickness (Certified)	474	622	Wages lost.
Accidents (Certified)	438	587	Wages paid.
Total ..	4,880	5,911	

Approx. Average daily Absentees= 180 men out of 6,300 workers.

II.—Staff Organisation.

12. (*i*) Superior Staff are engaged in U. K.

Subordinate Staff are engaged locally.

(*ii*) Apprentices are trained in Chemical Laboratory and Engineering Workshops and in Works generally. (See 86).

13. *Relations between staff and rank and file.*—(*i*) Satisfactory.

(*ii*) *Value and defects of system of employing jobbers.*—No jobbers.

14. (*i*) Time is recorded by a special department under European supervision. Men on entering Works are handed a metal disc bearing their Works Number. They are obliged to hang this on a board at the department where they are employed; each operation is separately recorded. The two statements must agree before the time is recorded in the final Time Sheet.

(*ii*) Wages are made up and paid by a special department under European supervision. This department is entirely separate from that concerned with recording time. Pay vouchers are distributed to workers on pay day through Department heads. These show Name, Number, Time, Rate, Deductions and Amount payable. On presentation of the voucher at pay gate, workers are handed a sealed cover containing the amount payable. Payment is made under close European supervision.

15. (*i*) Repairs to wooden cargo boats, the making of roads, and erection of new buildings and tanks, are carried out by contractors under our supervision.

(*ii*) *Extent of sub-contracting.* We have no particulars in this connection.

(*iii*) Control exercised over working conditions. The control exercised is almost wholly in connection with the prevention of accidents and to ensure that all the employees of a contractor are over 15 years of age. No control is exercised regarding the number of hours worked by or the wages paid to Contractor's employees.

III.—Housing.

16. (*i*) The Company has built 54 barracks which accommodate approximately 2,200 men of all castes. In addition, married quarters are provided for a limited number of the senior employees.

Control of housing is exercised by the Labour Welfare Superintendent assisted by a number of Headmen (employees) who are appointed by Government on Works Manager's recommenda-

tion. Each Headman is deputed to look after one hundred men. In order to enhance his status the Company pays each Headman Rs. 5 per mensem and grants full pay while on leave.

(*iii*) Those who cannot be accommodated in the Company's barracks rent quarters in Syriam village.

(*iv*) Burmese employees generally and a large number of Hindustanis own their own houses.

17. There is no difficulty in obtaining land in Syriam for building purposes. Application is made to the Deputy Commissioner, Hanthawaddy. Houses built within Municipal limits must conform to the relative bye laws and be approved by the Municipality.

18. (*i*) Special attention has been given to the requirements of the various castes accommodated.

(*ii*) The barracks are single storey brick buildings with cement floors and cement asbestos corrugated roofs. The roof sheets have been carried out to form a verandah along each side, these also have cement floors. All corners have been rounded off and the arrangement, generally, facilitates cleansing.

(*iii*) All roadways, barracks, kitchens, latrines, and bathing platforms are lit by electricity. Septic tank latrines are installed throughout with a constant supply of fresh water. Covered dust bins are kept near each barrack for collecting refuse and these are emptied twice daily.

Artesian well water is laid throughout the lines and numerous water taps are placed between the barracks and kitchens for the free use of occupants. The water supply is continuous.

19. The barracks are fully occupied.

20. All Company accommodation is supplied rent free to employees.

IV.—Health.

23. (*i*) Separate figures of mortality for B. O. C. employees not obtainable, as statistical figures are made out only for the Syriam Municipality.

The total population for Syriam is approximately 16,000 and in the year 1928 there were 356 deaths registered, giving a death rate of 23·43 per 1000.

(*ii*) A separate figure for B. O. C. employees is not obtainable for reasons stated above.

In the year 1928 the total number of births reported in Syriam was 322, giving a birth rate of 21·26 per 1000.

Infant Mortality rate—*208 per thousand.*

(*iii*) *Working conditions.*—(*a*) Very favourable, as all sheds and work places are open with ample ventilation and complete absence of any overcrowding.

(*b*) No Company's work is done by employees at home.

(*iv*) *Dietary.*—In Syriam village where the majority of the coolies obtain their food on contract at the lowest possible price the standard is low. In the Company's barracks the standard is good because (1) cooks are provided by the Company for each 50 men and (2) the occupants have no rent, etc., to pay.

(*v*) General development and bodily condition of majority is of quite high standard as all coolies are medically examined before being engaged.

(*vi*) Not applicable as a city, but with general labour separated to a very large extent from family life, venereal disease is extremely prevalent.

(*vii*) Deaths from

Disease	7
Accidents	2
Total	9

These figures represent total deaths during the year 1928 amongst Burmah Oil Company's employees who either died of accident or as In-patients of the Syriam hospital. All serious cases from Cooly lines are admitted to Hospital but this is not possible in the village where deaths occur which are not traceable in our records.

24. (*i*) One European and two Indian Medical Officers with a Company Dispensary available day and *night* for minor ailments.

(*ii*) and (*iii*) A sufficient number of beds are always available in the Syriam Municipal Hospital which is maintained by—

(*a*) Government	8·0 %
(*b*) Municipality	40·0 %
(*c*) B. O. C.	33·0 %
(*d*) District Council	19·0 %
Total	100·0

25. (*i*) All sick obtain treatment free.—

Daily average attendance at Dispensary	50
Daily average number granted leave as unable to work	7
Daily average admission to Hospital	1

26. (*i*) (*a*) and (*b*) Ample latrine accommodation is provided for all workers and clean tap water supplied from artesian wells. [(*b*) Refers to workers housed by the Company.]

(*ii*) (*a*) and (*b*) Piped water from artesian wells continuously available, both in Company's Lines and in village.

(*iii*) (*b*) Adequate bathing platforms are provided for each community at barracks. Water supply is continuous.

27. The Director of Public Health calls on request.

28. (*i*) *Control on temperature in factories.*—Regulations are suitable and are observed.

29. (*i*) There are no diseases strictly attributable to the work at the Refinery.

A number of cases of Traumatic Opthalmia, caused by exposure to rays from electric welding are treated but are mostly due to neglect of precautions provided for its prevention. No cases of permanent disability have been seen from it. Actual handling of products, such as Wax, has been reduced to the absolute minimum, and no cases of Epitheliema have been reported during the last six years.

(*ii*) *Cholera.*—June 1926	3 weeks.
Attacks B. O. C. 50 others	13
Deaths B. O. C. 30 others	11
Cases mortality amongst B. O. C.	60 %
Cases mortality amongst others	84 %

Malaria.—A number of cases treated yearly, practically all being during the month of June following the break of the rains. These cases have almost invariably a history of previous fevers and have enlarged spleens showing a previous infection. Syriam may be regarded as a non-malarious station. Cases treated in 1928—16.

Hookworm.—Until recently this disease was considered to be present in approximately 70/80 per cent. of Coolies. A Hospital census in 1925 of all Coolies admitted to Hospital demonstrated its presence in 60 per cent. on one simple microscopical examination only. Cases of advanced anæmia from this cause were then common, but are now rarely seen. All proved cases were treated at Dispensary or Hospital. Attempts at mass treatment in 1924 and 1925 were discontinued owing to general opposition. The erection of coolie lines with proper road and paths and with good drainage of surroundings are the most efficacious method of prevention of this disease.

Beri-Beri.—17 cases treated in 1928.

Dysentery.—Both types of Dysentery not uncommon. 54 cases were treated in 1928.

V.—Welfare.

33. The Company employs a special labour Welfare Superintendent whose duties include supervision of housing and investigation of all complaints in connection therewith or in connection with their employment.

34. (*ii*) (*a*) There is a Football Ground provided by the Company which is looked after by the Syriam Athletic Association and men are at liberty to use this on applying to the Association. Football matches are arranged by the Syriam Athletic Association on the League principle and at the end of the season medals are presented to the winners and the runners up.

(*b*) A Free Library has just been started in the Town of Syriam for the use of all nationalties. This has been got up by subscriptions and the Burmah Oil Company's Labour Welfare Superintendent is President of the Committee.

(*iii*) (*a*) The B. O. C. Employees' Urban Co-operative Credit Society, Ltd., was started in the month of May in the year 1921.

The membership to-day is 1,351 with a capital of Rs. 1,90,823-7-0.

The Works Manager of the Burmah Oil Company, Ltd., by virtue of his office, is President of the Society and an Honorary member of it. He may delegate his duties to an assisting officer of the Company who exercises a general control over its affairs.

The objects of the Society are :—.

(*a*) To encourage thrift by affording a means of saving a portion of income on which a fair return may be reckoned, in the way of interest.

(*b*) To prevent hopeless indebtedness by enabling members to obtain advances on reasonable terms. Prior to the organisation of the B. O. C. Employees' Urban Co-operative Credit Society there were different classes of money lenders in Syriam, including three Chettiar firms and a Pawn Shop, who were simply preying on the less thrifty employees.

Many of these were indebted to money lenders for years and to avoid jail had been transferring their debts from one money lender to another, the principal being increased with each transaction, until their position became hopeless. The Burman, Anglo-Indian and Madrassi clerks are particularly prone to extravagance. Though the aims and objects of the Co-operative Credit Society, namely, promotion of thrift and self-help are not achieved, many of these clerks have paid off their debts altogether and are now beginning to possess dwelling houses of their own. Generally, their condition is decidedly improved. Before the Society was instituted none of the members possessed decent houses in Syriam. At the present time some members possess houses, valued at Rs. 1,000 to Rs. 7,000. A good number possess houses of lesser value and are proud of their ownership.

(*b*) Report of B. O. C. Workmen's Hospital Aid Fund Committee, Syriam. The B. O. C. Workmen's Hospital Aid Fund, Syriam, was started in the year 1918 and a Committee was formed then under the direction of Works Manager.

The Committee consists of eight members representing the following communities :—
Burmese, Chinese, Bengali, Hindu, Punjabi, Chittagonian, Coringhi and Ooria.

The Clerks, Foremen, etc., subscribe towards the Fund monthly 2 annas each and the Workmen 1 anna each. The object of this Fund is to provide comforts and certain special equipment for the Syriam Hospital. Among other things, the Syriam Hospital has been provided with the following :—

(1) Two kitchens at a cost of Rs. 3,600.
(2) A set of Electrical Medical Apparatus at a cost of Rs. 4,000.
(3) One operation table of up-to-date pattern at a cost of Rs. 2,500.
(4) X-Ray Apparatus at a cost of Rs. 17,000. The amount of money already contributed by the Fund to the above purposes is Rs. 44,849-9-6 and cash in hand destined for the same purposes is Rs. 21,518-2-0.

36. The Company does not provide schools but assists financially in the building and maintenance of such by other organisations. (See also 40.)

37. Recognising the desirability of providing for retirement the Company has since the year 1929 provided a Provident Fund for the workers.

Members of the Fund may contribute each year a sum equivalent to one month's pay. The Company contributes an equal amount at the end of the year. Interest has been allowed at 5 % per annum. Members are not permitted to withdraw their capital from the Fund unless for sound investments in, say, House-building for their personal use.

VI.—Education.

40. (*i*) Full education facilities exist. The following are the more important schools :—

(1) Syriam High School. Accommodation for 390 pupils. Scope—Kindergarten to High School Final, A. V. Code.
(2) St. George's English School. Accommodation for 200 pupils. Scope—Kindergarten to 7th Standard, English Code.
(3) Ko Tun Hla's Vernacular Burmese School. 170 pupils. Infant to 7th Standard.
(4) Indian A. V. School. Day and Night. 70 pupils. Infant to 4th Standard.

The above (excepting No. 3) are considerably subsidised by this Company.

41. *Facilities for industrial and vocational training.*—(See Clause 86).

42. We find no noticeable effect on standard of living. In regard to industrial efficiency the effect is noticeable only in the case of foremen, etc., who must, of necessity, be educated. Previously the type of man obtainable was one who had a certain amount of schooling and who had been trained as regards Engineering in a Workshop. Some of these men due to their natural ability were good in many respects but owing to their want of a better education initially, they tend to fall behind in these days of up-to-date and scientifically designed plant and machinery.

Since the reorganisation of the Government Technical Institute, Insein, a much better type of man is being turned out ; one, who in addition to having a good workshop training, is also well grounded in the theoretical side of Engineering.

VII.—Safety.

44. Accidents for the year 1928—Serious (1 death)		38
Minor		390
Total (12 months)	..	428
Days lost	..	5,261
Wages paid Rs.	..	7,046

45. Chiefly injuries to hands and feet caused through carelessness in handling material and lack of foot-wear. Injuries caused by machinery are few.

46. Every possible endeavour is made to prevent accidents and to induce the employees to use their intelligence towards this end. The latter is a difficult matter as may be instanced in connection with a recent accident in the Refinery. Here a Chinaman was instructed to cut off the branch of a tree. He—and he is one of a class of persons usually counted intelligent,—placed a ladder against the branch, stood on the ladder and sawed off the branch inside the point of support for the ladder. The result was branch, ladder and Chinaman all fell to the ground and the latter was severely injured.

48. First aid and medical relief always available at the Company's Dispensary in the Refinery.

49. (*c*) The relative Government departments keep in very close touch with operations and plans of all extensions/alterations are submitted for approval.

50. There is no doubt that safety to a great extent depends on the four conditions mentioned above ; the conditions under which our employees work are such that we have had no accidents attributable to them.

IX.—Hours.

55. *Factories.*—(*i*) Tradesmen and labourers, per week 46 hours, per day 8 hours in 4 hour spells with interval of 2 hours. Saturday 6 hours with brief interval for rest.

Process workers on shift, per week 56 hours, per day 8 hours.

(*ii*) Actual, *i.e.*, including overtime. Varies considerably but never exceeds maximum allowed by Factory Act unless with approval of Government Factory Inspector.

(*iii*) Workers are only on call during their actual working hours.

56. *Days worked per week.*—6 days except for Process workers on shift.

59. Reduction of Maxima may lead to reduction of wages. Not advisable in the financial interests of the workers. We pay daily rates for an 8 hours day and not for the 10 hours maximum permitted.

60. *Intervals.*—(*i*)(*a*) In relation to fatigue.—Half an hour's rest on heavy work as necessary.

(*b*) In relation to worker's meal times.—2 hours; 10-30 A.M. till 12-30 P.M.

(*ii*) Suitability of the law.—Suitable.

(*iii*) Suitability of hours during which factory is working.—Suitable.

(*iv*) General holidays to Labour average 6 days annually. For three of those days pay is sanctioned. The sanctioned holidays are the Festival days of the respective Castes. In the event of a worker being required to work on any of these Festival days he is given double pay for the day.

61. (*i*) Except in exempted departments under the Act Sunday is observed as a day of rest. In exempted departments days of rest are regulated by the Factory Act with the approval of the Chief Inspector of Factories.

(*ii*) Suitability of the law.—Suitable.

62. We take advantage of Special Exemptions under Miscellaneous Department. Notification No. 36, dated 18th June 1923, regarding Factories having work necessitating Continuous Production.

Also exemptions granted by Factory Inspector as follows :—

Hours of employment and weekly holiday ..	Certain Maistries and Tindals holding posts of supervision exempted.
Method of Changing Shift	Complete holiday of 24 hours not possible under Works method of changing shift. Present method approved by Factory Inspector.
Register in Form F	This register not required as Works Time and Pay Sheets give necessary information and are open to inspection by Inspector of Factories.
Hours of employment	Supplementary operations requiring irregular shifts, exemption from tabulation in Notices.
Exemption for persons holding positions of supervision.	

X.—Special questions relating to women, Young Adults and Children.

81. *Factories.*—We have ceased to employ children.

83. *Suitability of regulations for women's work*—Suitable.

86. Ample facilities are given for training of fitters. Facilities are also given for the training of engineer apprentices. These may be divided as follows :—

(*a*) Tradesmen.

(*b*) Engineers.

(*c*) Students from Government Technical Institute, Insein.

Classes (*a*) and (*b*) are full time apprentices while the latter are part time in conjunction with the Government Technical Institute, Insein.

Apprentices in Classes (*a*) and (*b*) start their training under equal conditions and the latter are promoted from Class (*a*) when they pass an examination in English, Arithmetic, Mathematics and General Knowledge. This examination is held bi-yearly and is conducted by the Chief Draughtsman as a rule.

Those in class (*a*) are trained in one department only, being trained as turners, fitters or any particular trade they wish. On completion of their training most of them are retained in the Company's service. Those in class (*b*) are given a more general training to fit them to take up the duties of an Assistant Engineer either with the Company or elsewhere. They are encouraged to attend training classes in Technical Subjects in Rangoon. The Company arrange for their transport from Syriam to Rangoon and back again. The general training of the students in class (*c*) is under the control of the Principal, Government Technical Institute, Insein. This training is on the " Sandwich " system, and is of 5 years duration. In the first four years one term each year is spent in the Institute and the other in practical training here. Each term lasts about 5 months. The whole of the fifth and final year is spent here. In the case of particularly promising students the last year may be spent in taking an advanced course at the Institute or this course may be taken later on if the student so desires.

XI.—Special questions relating to seamen and workers in Inland Navigation.

93. Launch crews are on duty for 12 hours during which time they have intervals for meals and rest.

Cargo boat crews have no set hours.

94. Neither launch nor cargo boat crews are provided with rations. Launch crews find their own accommodation ashore but cargo boat crews live on board their boats.

XII.—Wages.

96. See accompanying statement giving Summary of Occupations, etc., for the 4th Quarter 1928.

97. *Movements in recent years.*—(*i*) Increases and decreases.

% increase from 1919 to 1929.

Rs. 20	and under	in 1919	increased	by	..	..	..	..	70/87%
Over Rs. 20	do.	Rs. 30	do.	..	..	..	..	57/70%
do. 30	do.	,, 40	do.	..	..	..	..	50/57%
do. 40	do.	,, 50	do.	..	..	..	..	47/49%
do. 50	do.	,, 60	do.	..	..	..	..	46/47%
do. 60	do.	,, 70	do.	..	..	..	..	45%
do. 70	do.	,, 80	do.	..	..	..	..	42%
do. 80	do.	,, 100	do.	..	..	..	..	40%

(*ii*) Reasons for variation. Increased cost of living.

Increases fixed by Arbitration award following on strike in 1921.

98. *Amount sent to villages.*—Information not available as all remittances are sent by individuals through local Post Office.

99. *Payment in kind and allied problem.*—No payment in kind.

102. *Basis of payment for overtime and Sunday work.*—Shift workers and workmen engaged on urgent repairs (necessitating the application for exemption from the rule regarding maximum number of hours per day) receive time and quarter for overtime. Ordinary overtime is paid for at rate shown in accompanying list. Sundays are paid for at ordinary daily rate.

105. *Minimum wages.*—See statement (reference 96 and 103).

No necessity for statutory establishment.

106. (i) *Extent of fining.*—Average monthly Rs. 468.

Average Monthly Pay Roll Rs. 2,85,241.

(*ii*) *Other deductions.*—(*a*) Workmen subscribe 1 anna per month and clerks, Foremen, etc., annas 2 per month to Workmen's Hospital Aid Fund [see 34 (*iii*) *b*].

(*b*) Members of Co-operative Credit Society have subscriptions, etc., deducted—[see 34 (*iii*) *a*].

(*c*) Sub Prov. Fund contributions deducted from members. [see 37 for extent].

(*iii*) *Utilisation of fines.*—Fines on account of direct loss to Company are retained, average monthly Rs. 123.

Fines for offences not causing direct loss to Company are handed to Syriam Hospital, average monthly Rs. 345.

107. (*i*) *Periods for which wages paid.*—The rate is per day of 8 hours. Payment is made monthly.

(*ii*) *Periods elapsing before payment.*—9 days approximately.

(*iv*) Unclaimed wages are retained until claimed. Ultimately they are given to charity.

110. *Annual or other leave.*—(*i*) (*ii*) For general labour 3 months without pay after 3 years or 6 months after 5 years service with lien on appointment. Generally taken advantage of.

(*iii*) Extent of consequential loss to worker of backlying wages. None. Those going on leave are paid in full up to date of departure from works.

111. *Desirability of Fair Wages Clause in public contracts.*—Considered desirable.

XV.—Industrial Disputes.

123 to 126. No industrial disputes at Syriam within the last 7 years.

XVII.—Administration.

138. *Acquaintance of work people with factory Legislation.*—Usual Factory Act Notices are posted at Main Entrance.

The Workmen's Compensation Act appears to be the only Act with which the workers are acquainted.

Syriam Refinery.

Summary of occupation for the quarter ending 31st December 1928.

Reference : Subject XII—Wages (96) and (102).

Occupation.	Average No. of men employed.	Total Labour Cost including Overtime.	Labour Cost including Overtime.	Cost of Overtime.	Men on Monthly Rate. Max.	Men on Monthly Rate. Min.	Men on Daily Rate. Max.	Men on Daily Rate. Min.	Average cost per man per mensem.
		Rs. A. P.	Rs. A. P.	Rs. A. P.					Rs. A. P.
Apprentices (*all kinds*)	100	8,204 8 0	8,041 7 0	163 1 0	60 0 0	50 0 0	1 8 0	0 8 0	26 13 0
Blacksmiths	18	3,270 15 0	3,210 13 0	60 2 0	..	..	3 6 0	1 12 0	59 7 0
Bricklayers	80	12,618 14 0	11,872 12 0	746 2 0	..	..	2 5 0	2 0 0	49 8 0
Carpenters	60	11,140 3 0	11,090 5 0	49 14 0	..	..	3 1 0	1 12 0	61 10 0
Cartoon Makers	31	2,382 6 0	2,382 6 0	..	PW	PW	..	..	25 10 0
Casters	2	227 10 0	204 12 0	22 14 0	..	..	1 5 0	1 5 0	34 2 0
Case Makers	4	248 6 0	248 6 0	..	PW	PW	..	..	20 11 0
Chick Makers	6	543 13 0	543 13 0	..	..	..	1 5 0	1 4 0	30 3 0
Clerks (Office)	91	30,184 15 0	30,184 15 0	..	210 0 0	50 0 0	..	..	110 9 0
Clerks (Works)	93	33,384 15 0	33,384 15 0	..	200 0 0	50 0 0	..	..	119 11 0
Clerks (Tally)	15	3,152 13 0	3,152 13 0	..	90 0 0	50 0 0	..	..	70 1 0
Clerks (Weighing)	3	447 8 0	444 0 0	3 8 0	..	..	2 0 0	2 0 0	49 5 0
Cleaners (Boilers, Tanks, Pumps, etc.)	82	7,270 15 0	7,242 3 0	28 12 0	..	..	1 1 0	0 15 0	29 7 0
Cleaners (Stills)	50	4,213 8 0	4,213 8 0	..	..	..	1 1 0	1 1 0	28 1 0
Cleaners (Jetties)	9	737 0 0	737 0 0	..	..	..	1 1 0	1 0 0	27 5 0
Cleaners (Paraffin Sheds)	20	1,693 14 0	1,678 14 0	15 0 0	..	..	1 1 0	1 0 0	28 5 0
Cleaners (Launches)	9	843 4 0	828 10 0	14 10 0	..	..	1 1 0	1 0 0	30 11 0
Coolies (General)	2,678	2,09,515 3 0	1,94,740 8 0	14,774 11 0	..	..	1 2 0	0 15 0	24 3 0
Coolies (Process)	649	57,501 6 0	55,609 11 0	1,891 11 0	..	..	1 3 0	0 15 0	28 10 0
Coopers	11	11,460 15 0	1,340 3 0	120 12 0	..	..	1 13 0	1 9 0	40 10 0
Copper Smiths	1	169 15 0	169 15 0	..	..	..	2 5 0	2 5 0	56 10 0
Core Makers	3	523 0 0	522 8 0	0 8 0	..	..	2 14 0	1 13 0	58 1 0
Cranemen	14	1,379 7 0	1,351 2 0	28 5 0	..	..	1 9 0	1 5 0	32 3 0
Dippers (Tanks)	3	339 4 0	339 4 0	..	..	..	1 6 0	1 1 0	37 11 0
Draughtsmen and Tracers	4	945 0 0	945 0 0	..	135 0 0	35 0 0	..	..	78 12 0
Drivers (Loco, etc.)	13	2,667 5 0	2,465 0 0	202 5 0	..	..	3 6 0	1 12 0	63 3 0
Drivers (Motor Car)	17	2,605 2 0	2,605 2 0	..	55 0 0	50 0 0	..	..	51 1 0
Drivers (Launches)	9	1,768 10 0	1,708 0 0	60 10 0	..	..	2 1 0	1 10 0	63 4 0
Duftries	2	195 0 0	195 0 0	..	35 0 0	30 0 0	..	..	32 8 0
Durwans and Messengers	164	12,481 9 0	12,375 1 0	106 8 0	34 0 0	16 0 0	..	..	25 2 0
Electricians	3	924 4 0	918 7 0	5 13 0	175 0 0	175 0 0	2 11 0	2 9 0	102 1 0
Engineers (Assistant)	12	7,045 5 0	7,045 5 0	..	250 0 0	125 0 0	..	..	195 11 0

| | | |

Summary of occupation for the quarter ending 31st December 1928—concld.

Reference : Subject XII—Wages (96) and (102).

Occupation.	Average No. of men employed.	Total Labour Cost including Overtime.	Labour Cost including Overtime.	Cost of Overtime.	Men on Monthly Rate. Max.	Men on Monthly Rate. Min.	Men on Daily Rate. Max.	Men on Daily Rate. Min.	Average cost per man per mensem.
		Rs. A. P.	Rs. A. P.	Rs. A. P.					Rs. A. P.
Telephone Staff (Operators only) ..	9	1,753 1 0	1,753 1 0	..	70 0 0	50 0 0	..	..	64 15 0
Telephone Staff (excluding Operators)	17	2,024 1 0	2,024 1 0	..	31 0 0	25 0 0	..	..	39 11 0
Testers	82	15,114 5 0	15,114 5 0	..	200 0 0	32 0 0	..	..	61 7 0
Tindals (Benches)	47	9,137 7 0	9,127 14 0	9 9 0	200 0 0	80 0 0	..	..	64 12 0
Tindals (C O². Engines and etc.) ..	22	4,933 1 0	4,929 6 0	3 11 0	80 0 0	80 0 0	3 0 0	1 8 0	74 11 0
Tindals (Steam Boilers)	8	1,858 4 0	1,858 4 0	..	..	..	2 9 0	1 13 0	77 7 0
Tindals (Boats)	60	6,220 2 0	6,220 2 0	..	..	..	1 2 0	1 2 0	34 9 0
Tindals (Launches)	12	3,487 8 0	3,487 8 0	..	105 0 0	90 0 0	..	..	96 14 0
Tinsmiths	32	2,974 13 0	2,973 13 0	1 0 0	..	..	1 7 0	1 5 0	31 0 0
Vicemen	472	89,895 3 0	87,166 3 0	2,729 0 0	125 0 0	55 0 0	3 6 0	2 1 0	61 9 0
Welders	59	9,545 14 0	9,010 4 0	535 10 0	..	..	2 9 0	1 3 0	50 14 0
Weighmen	1	86 1 0	80 3 0	5 14 0	..	..	1 1 0	1 1 0	26 12 0
Winchmen	4	342 12 0	342 12 0	..	..	..	1 8 0	1 8 0	28 9 0
Wiremen	28	5,161 9 0	5,000 1 0	161 8 0	50 0 0	50 0 0	3 9 0	1 9 0	59 8 0
Washermen and Ironer	6	597 0 0	597 0 0	..	60 0 0	37 0 0	..	..	33 3 0
Total ..	7,370	8,41,312 12 0	8,15,453 1 0	25,859 11 0	..	..	..	..	..

ORDINARY OVERTIME RATES.

Annas 2 per hr. up to Re. 1/- daily rate (8 hrs.)
„ 2½ „ „ over Re. 1/- and up to Rs. 1/4.
„ 3 „ „ „ Rs. 1/4 „ „ Rs. 1/8 etc., etc.

DUNNEEDAW INSTALLATION.

Occupation summary for the fourth quarter ending 31st December 1928.

Occupation.	Average No. of men employed.	Total Labour Cost including Overtime.	Cost of Overtime.	Total Labour cost excluding Overtime.	Rate of pay.				Average cost per man per mensem (excluding Overtime.)
					Daily.		Monthly.		
					Max.	Min.	Max.	Min.	
		Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Clerks	66	20,329 9 0	..	20,329 9 0	..	..	280 0 0	50 0 0	102 10 0
Typists	2	825 0 0	..	825 0 0	..	..	185 0 0	90 0 0	137 8 0
Telephone Operators	2	492 9 0	..	492 9 0	..	..	90 0 0	75 0 0	82 4 0
Gate Keepers	5	1,587 11 0	..	1,587 11 0	..	..	140 0 0	100 0 0	105 13 0
Office Boy	1	81 0 0	..	81 0 0	..	..	27 0 0	27 0 0	27 0 0
Sweepers and Sanitary Coolies ..	6	517 8 0	..	517 8 0	2 0 0	0 14 0	..	..	28 12 0
Firemen	7	829 13 0	0·15	828 14 0	1 6 0	1 2 0	..	..	39 8 0
Pumpmen	3	293 4 0	..	293 4 0	1 1 0	1 1 0	..	..	32 9 0
Engine Tindals and Enginemen ..	8	1,613 11 0	9·6	1,604 5 0	3 10 0	1 0 0	..	..	66 13 0
Gunners	5	2,805 0 0	..	2,805 0 0	..	..	350 0 0	135 0 0	187 0 0
Foremen	6	4,650 0 0	..	4,650 0 0	..	..	400 0 0	100 0 0	258 5 0
Vicemen	66	13,791 4 0	1,025·5	12,765 15 0	4 2 0	1 9 0	..	..	64 7 0
Vicemen (Apprentice)	6	556 2 0	22·10	533 8 0	1 8 0	0 8 0	50 0 0	50 0 0	29 10 0
Rivetters	27	4,671 8 0	237·15	4,433 9 0	3 1 0	2 1 0	..	..	54 11 0
Oil Tester	1	122 1 0	..	122 1 0	1 5 0	1 5 0	..	..	40 11 0
Filter Maistry	1	97 5 0	..	97 5 0	1 4 0	1 4 0	..	..	32 7 0
Turners	11	2,775 10 0	330·3	2,445 7 0	4 14 0	2 5 0	..	..	74 1 0
Turners (Apprentice)	2	208 4 0	22·4	186 0 0	1 8 0	1 0 0	..	..	31 0 0
Beltmen	2	194 12 0	20·6	174 6 0	1 4 0	1 4 0	..	..	29 1 0
Moulders	2	414 14 0	1·4	413 10 0	3 6 0	2 5 0	..	..	68 15 0
Machinemen	110	8,948 2 0	414·6	8,533 12 0	3 6 0	0 12 0	93 0 0	93 0 0	25 14 0
Welders	3	473 13 0	44·7	429 6 0	2 14 0	1 6 0	..	..	47 11 0
Hammermen	6	502 10 0	27·13	474 13 0	1 1 0	1 0 0	..	..	26 6 0
Coppersmiths	2	333 11 0	9·2	324 9 0	3 1 0	1 4 0	..	..	54 1 0
Blacksmiths	6	1,311 9 0	66·9	1,245 0 0	3 10 0	2 9 0	..	..	69 2 0
Painters	36	2,699 6 0	5·11	2,693 11 0	2 9 0	0 12 0	..	..	24 15 0
Pattern Maker	1	256 8 0	14·9	241 15 0	3 1 0	3 1 0	..	..	80 10 0
Carpenters	8	1,727 13 0	48·9	1,679 4 0	3 6 0	2 9 0	..	..	69 15 0
Case Makers	4	232 13 0	4·0	228 13 0	0 14 0	0 14 0	..	..	19 1 0
Coolies	882	63,163 12 0	2,467·15	60,715 13 0	1 9 0	0 12 0	..	..	22 15 0

Occupation.	Average No. of men employed.	Total Labour Cost including Overtime.	Cost of Overtime.	Total Labour cost excluding Overtime.	Rate of pay.				Average cost per man per mensem (excluding overtime.)
					Daily.		Monthly.		
					Max.	Min.	Max.	Min.	
		Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Motor Car and Lorry Drivers ..	14	1,984 13 0	..	1,984 13 0	..	..	60 0 0	45 0 0	47 4 0
Cleaners	8	726 8 0	1·14	724 10 0	1 0 0	1 0 0	..	..	30 3 0
Durwans	39	3,186 0 0	..	3,186 0 0	..	..	60 0 0	25 0 0	27 3 0
Messenger Boys	3	152 0 0	0·12	151 4 0	0 14 0	0 12 0	16 0 0	16 0 0	16 13 0
Tin smiths	14	2,006 11 0	37·2	1,969 9 0	3 6 0	1 4 0	..	..	46 14 0
Tin solderers	120	9,628 12 0	128·8	9,500 4 0	2 5 0	1 0 0	..	..	26 6 0
Tin examiners	45	3,109 6 0	15·14	3,093 8 0	1 7 0	0 12 0	..	..	22 14 0
Tinshed Stock Keepers	1	110 14 0	2·2	108 12 0	2 4 0	1 4 0	..	..	36 4 0
Locomotive Engine Driver ..	1	270 0 0	..	270 0 0	..	..	90 0 0	90 0 0	90 0 0
Electric Wiremen	5	1,277 15 0	37·1	1,240 14 0	4 4 0	2 9 0	..	..	82 11 0
Cooks for Cooly Line	2	144 0 0	..	144 0 0	..	..	24 0 0	24 0 0	24 0 0
Mallies..	20	1,451 15 0	..	1,451 15 0	..	..	24 0 0	20 0 0	24 3 0
Bricklayers	7	1,307 7 0	68·8	1,240 15 0	3 1 0	2 0 0	..	..	59 1 0
Glazier	1	79 5 0	..	79 5 0	1 2 0	1 2 0	..	..	26 7 0
Boat Tindals	2	209 4 0	..	209 4 0	1 2 0	1 2 0	..	..	34 14 0
Boat Kalassees	6	523 2 0	..	523 2 0	0 15 0	0 15 0	..	..	29 1 0
Boat Cooks	2	174 6 0	..	174 6 0	0 15 0	0 15 0	..	..	29 1 0
Sampan Wallahs	7	798 0 0	..	798 0 0	..	..	38 0 0	38 0 0	38 0 0
Total ..	1,584	1,63,669 4 0	5,065·2	1,58,604 2 0	..	..	..	..	..

MEMORANDUM RELATING TO 125 WOMEN EMPLOYED IN THE CANDLE FACTORY OF THE SYRIAM REFINERY.

I.—Recruitment.

1. *Origin of Labour.*—(*i*) *Extent of migration.* Entirely Burmese women from the villages adjacent to the Refinery.

3. *Method of recruitment.*—(*i*) Engaged on recommendation by woman maistry.

(*ii*) *Possible improvement.* Consider above arrangement the most suitable where women are concerned.

8. *Labour Turnover.*—(*i*) *Average duration of employment.* We estimate the average at 7 years.

(This includes the period prior to year 1927 when these workers were employed through a contractor.)

(*iii*) *Absenteeism.* (*a*) Approx. average daily absentees 23 out of 125 women. Causes usually private affairs.

(*b*) Not seasonal. See (*a*). Women are never shut out through lack of work.

(*c*)

	Average monthly days lost.	Wages lost.
Reasons unknown; usually private affairs	575	Rs. 539

The figure for wages lost is an estimate calculated at an average rate of 15 annas a day.

II.—Staff Organisation.

12. *Recruitment and training of supervising staff, superior and subordinate.*—(*i*) and (*ii*) Recruited from adjacent villages. There is only one Female Supervisor and she has held the post for over 20 years. When the post falls vacant the most suitable woman packer will be promoted to same.

14. *Timekeeping, piecework, contract and attendance registers.*—(*i*) The maistry records each woman's work, *i.e.* the quantity of cartons made or candles packed and this is checked by the clerk who takes these quantities into stock. This part of the work of maistry and clerk is specially supervised by the European in charge of the Candle Factory.

(*ii*) Wages are made up and paid by the Refinery Pay Department. The European in charge of the Candle Factory personally supervises the distribution by the Pay Department on Pay Days. This distribution is made at the Candle Factory.

IV.—Health.

23. (*iii*) *Working conditions*—(*a*) Very favourable. Workrooms are well ventilated and provided with pull punkahs. There is no overcrowding.

(*b*) No Company's work is done by employees at home.

(*ii*) and (*iii*) A sufficient number of beds are always available in the Syriam Municipal Hospital.

In this hospital there is a female ward of 6 beds and a maternity ward of 4 beds.

25. *Extent to which medical facilities are utilised.*—(*ii*) If a woman becomes ill on duty she is sent to the dispensary in the Works Motor Ambulance for treatment and if necessary she is subsequently sent to the Syriam Hospital. In cases of ordinary sickness the women do not take advantage of the medical facilities provided by the Company.

26. *Sanitary arrangements.*—(*i*) (*a*) ample latrine accommodation is provided for all workers and clean tap water supplied from Artesian Wells.

(*ii*) *Drinking water.*—(*a*) Piped Water from Artesian wells continually available.

(*iii*) *Bathing and washing.*—(*a*) There is a water tap which workers can use for their ablutions.

28. (*i*) *Control of temperature in factories.*—The working places are provided with mechanically propelled swing punkahs. Regulations are suitable and are observed.

31. *Maternity benefits.*—Not given. Before childbirth the women leave the Company's service and usually do not return. Some women have returned after a matter of years but we cannot give the percentage.

V.—Welfare.

32. Welfare work for women is limited to the investigation of complaints in connection with their employment; see (33).

36. The Company does not provide schools but assists financially in the building and maintenance of such by other organisations. (See also 40).

37. *Desirability and possibility of provision for old age and premature retirement.*—Unnecessary in our case as the women do not remain in our employment until they are aged.

VII.—Safety.

46. The women not being engaged in any mechanical process, there have been no accidents.

48. First aid and medical relief always available at the Company's Dispensary in the Refinery.

IX.—Hours.

55. *Hours worked per week and per day.*—(*i*) Normal, *i.e.*, as determined by custom or agreement.

(*i*) Women per week 46 hours, per day 8 hours in 4-hour spells with interval of 2 hours. Saturday 6 hours with brief interval for rest.

(*ii*) Actual, *i.e.*, including overtime. Varies considerably but never exceeds maximum allowed by Factory Act, *i.e.* 60 hours weekly.

(*iii*) Spreadover, *i.e.*, relation between hours worked and hours during which worker is on call. Workers are only on call during their actual working hours.

56. *Days worked per week.*—6 days.

59. Should the maximum number of hours per week be reduced it would probably lead to the employment of more women during busy periods and the consequent reduction in wages of those at present employed.

60. *Intervals.*—(*i*) *Existing practice.*—(*a*) *In relation to fatigue.*—Periods of rest are allowed. No woman is allowed to work more than 4 hours at a stretch.

(*b*) In relation to workers' meal times. 2 hours; 10-30 A.M. till 12-30 P. M.

(*iv*) General Holidays to Labour average 6 days annually. For three of those days pay is sanctioned. This applies to the female labour, even though they are on piecework, and they are paid 13 annas a day for these festival days. In the event of a worker being required to work on any of these festival days she would get 13 annas a day in addition to piecework pay earned for the amount of work done on that day.

62. We have not claimed exemption from any of the provisions as regards women workers.

81. *Effect of 1922 Act on employment.*—Made no difference as regards our women employees.

83. *Suitability of regulations for women's work.*—Suitable.

XII—Wages.

96. *Prevailing rates of wages (time and piece) and average earnings.*—All women employees are on piecework except the Maistry who is on a monthly rate of Rs. 60.

Average earnings for average attendance of 23 days .. .. Carton Makers (31 women) Rs. 25/10/p.m.; Candle Packers (94 women) Rs. 22/1/ ,,

101. *Method of fixing wages.*—According to class of work.

102. *Bases of payment for overtime and Sunday work.*—Women being on piecework are paid the same rates for work done after the usual 8 hours day and are not employed on Sundays.

104. We have had no wage changes in recent years. Labour is plentiful.

105. *Minimum wages.*—No necessity for statutory establishment.

106. *Deductions.*—(*i*) *Extent of fining.*—Nil.

(*ii*) *Other deductions.*—Voluntary contribution of 1 anna per month to Workmen's Hospital Aid Fund.

107. *Periods of wage-payment (day, week or month).*—(*i*) Payment is made monthly.

(*ii*) *Periods elapsing before payment.*—9 days approximately.

(*iv*) Unclaimed wages are retained and can always be claimed until time-barred by statute. Any unclaimed balance then is used for employees' welfare.

109. *Bonus and profit-sharing schemes.*—None.

110. *Annual or other leave.*—Women desiring leave for any period are granted same, and no limit is placed on the leave allowed to them provided there is a satisfactory reason for leave being required. They are allowed off on all the Burmese Holidays and on each occasion usually take a number of days where the workmen would probably only take a day.

(*i*) *Extent to which taken by workers.*—All the women take advantage of the Burmese Holidays.

(*ii*) *Extent to which countenanced and/or assisted by employers.*—Work is closed down on the Burmese Holidays. There are three festival days sanctioned as holidays for men but the women are off on other festivals as well, say, 6 per annum in all.

SUPPLEMENTARY NOTE REGARDING THE DUTIES OF THE LABOUR WELFARE SUPERINTENDENT AT THE SYRIAM REFINERY.

Eight years ago it was decided by the Management that the above post be instituted. This post to be held by an official who would have no connection with the Works Departments in order that he would be in a position to give an unbiassed decision in cases of complaints from workmen regarding their treatment in the Works. No other duties to be relegated to this official in order

that he should be able to get into close touch with the workmen. Workmen to have access to him at any time out of their working hours. For the latter purpose this official's residence is outside the Works fence and workmen can therefore appeal to him there without any difficulty. Usually the complaint is in the form of a written petition on receipt of which the Labour Welfare Superintendent takes up the matter with the head of the department concerned. After thorough investigation if the Labour Welfare Superintendent considers that the complainant has a genuine grievance he advises the department concerned how he recommends they should deal with the matter. In the event of disagreement with the department the matter is referred to the Works Manager for orders.

In addition to complaints regarding their employment the Labour Welfare Superintendent deals with complaints made by workmen regarding their relations with one another. Altogether the taking over of the above duties has relieved the Works Manager and his staff of a certain amount of work which took up a considerable portion of their time and which they could ill afford. In addition we think that we can safely state that the workmen consider the Labour Welfare Superintendent, an independent advocate of their cause, should they have a genuine grievance.

The duties of the Labour Welfare Superintendent were very soon after his engagement extended to include the charge of our housing scheme for workmen. He visits the lines daily and deals with any complaints from the residents; also passes orders for any necessary repairs to the lines. He deals with applications for accommodation and appoints headmen to look after each block. He assists the Health Officer in the supervision of the sanitary staff at the lines and draws that officer's attention to any serious irregularities. He is assisted in his duties at the lines by a whole-time overseer and has no other staff.

The Labour Welfare Superintendent visits the residences of workmen who live in the village and draws the attention of the Health Officer of the Municipality to any insanitary dwellings he comes across. He also lectures the workmen on Sanitation. The Labour Welfare Superintendent is President of the Indian Anglo-Vernacular Day and Night Schools. These Schools educate a number of our Indian employees and their children. A scheme has been passed for the erection of a new school, near our lines, to accommodate 150 day and 180 night pupils, and will soon be started. The Labour Welfare Superintendent makes periodical visits to all other schools in Syriam.

By reference to the 1929 Annual Report made by the Labour Welfare Superintendent it will be observed that he has been called on by the Oriya and Telugu communities to take up the post of President of their Temple. Hitherto there had been disputes between the different castes regarding the building and other matters and no progress could be made with the erection of a temple. Under his presidency the building has been practically completed.

The Labour Welfare Superintendent visits workmen who are in-patients of the Syriam Hospital and puts forward any complaints made by them to the Superintendent.

As regards pastimes for workmen we have a large play field which is mostly taken advantage of by our Burmese employees but recently the Chittagonians have shown an inclination to play football and no doubt in the future this field will be utilised by other workers. At the request of our Hindustani employees through the Labour Welfare Superintendent a gymnasium has been erected near the Hindustani quarters in the lines. This gymnasium is used daily. A reading room with suitable books has recently been provided for these people.

We consider that the object of the institution of the post of Labour Welfare Superintendent as explained at the beginning of this note has been fully attained. We are satisfied that our Labour Welfare Superintendent is in close touch with our workmen and has their full confidence. The Labour Welfare Superintendent is not concerned in the registration of labour for employment, recording service, etc., this being the duty of our Time and Labour Department which is controlled by Works Office Assistants.

SUPPLEMENTARY NOTE REGARDING DUNNEEDAW INSTALLATION.

I.—Recruitment.

1. *Origin of Labour.* (*i*) *Extent of Migration*—Chiefly from India, *viz.*—

Anglo-Indians	33
Burmese	52
Hindus	335
Chittagonians	116
Telugus or Coringhees	658
Ooriahs	135
Bengalis	18
Chinese	14
Madrasis	29
Total	1,390

8. *Labour "turnover."—(iii) Absenteeism Excluding Staff—*

	Average Monthly Days lost.	Lost. Rs.
Reasons Unknown	1,500	1,688
Sickness (Certified)	68	81
Accidents (Certified)	62	77
Total ..	1,630	1,846

Approx. average daily absentees = 60 out of 1,300.

III.—Housing.

16. *Extent to which housing is provided.—(i) By employers.*—Barracks (in two sections) to accommodate two hundred and thirty-six single persons are provided alongside the Works. In practice 166 workers are housed, the balance (70) consisting of their dependants.

Type of Buildings—Walls, brick; floors, cement; roofs, corrugated iron; cookhouses, brick.

Surrounding area is paved with brick on edge. All buildings have been rebuilt during this year.

(iii) By private landlords. (iv) By workers themselves.—The factory is within the limits of the City of Rangoon. Those workers who cannot be accommodated in the Company's barracks, live in streets near the Works.

17. *Facilities for acquisition of land for Workers' houses.*—There are vacant spaces near the Works. Such land would be acquired from Rangoon Development Trust but due to proximity of city, prices are high.

U. SET, MUNICIPAL COMMISSIONER OF RANGOON.

I.—Recruitment.

(i) Origin of Labour.—Ninety-five per cent. of unskilled labour in Rangoon is foreign, that is to say, not Burmese. All the unskilled labourers employed by the Corporation in various departments belong to India though recruited locally. These Indian labourers come to Rangoon during the busy season and pick up such employment as they can get. Rangoon has become one of the largest immigration ports on account of the seasonal coming in and going-out of Indian labourers. There have been no marked changes as regards recruitment in recent years. The permanent labour staff of the Corporation is recruited through cooly maistries who are in touch with the labourers of their own race. No difficulty has ever been experienced in getting the required number of labourers at any time.

(ii) Contact with villages.—It is not possible to state to what extent Indian labourers keep or are able to keep themselves in touch with their own villages. Those who leave their families behind send remittances home.

(iv) Extent and effects of disturbance of family life.—As ninety per cent. of the labourers come alone without their families and as available housing accommodation is very limited for them while they are in Rangoon there cannot be any semblance of family life at all. Ordinarily the permanent labourers go back to their country once in three years.

(vii) Unemployment.—As quite a large number of Indians come to Burma yearly in the expectation of getting employment, when the busy season is over a large number must be thrown out of employment unless they go back to their own country. Being illiterate, Indian labourers have no means of previously arranging for regular employment before they leave their country.

(viii) Labour 'turnover'.—The extent of absences may be put down at 5 per cent. usually through sickness. Temporary men are taken on either on temporary employment, or if permanent men are absent either on leave or through sickness. The extent of such casual employment may be put down at 15 per cent.

II.—Staff Organisation.

Each department is under the control of a Head of a Department with subordinate officers under him. The managing staff is recruited by selection from applicants. In technical departments the supervising staff must possess qualifications from technical schools or colleges. The subordinate supervising staff are recruited from men with a fair standard of general education

and they become efficient through experience. As a rule no workmen can be promoted to the supervising staff solely because they are illiterate. The relations between the staff and labour, generally speaking, may be said to be good. There are no work councils or industrial councils. Time-keepers are appointed and attendance registers called muster rolls are maintained by subordinate officers. Wages are paid by an Accountant direct to the labourers themselves in the presence of a member of the supervising staff. Works, except maintenance works, are given out on contracts ; sub-contracting exists. Working conditions are controlled by the superior staff as much as possible and sub-contracting, although not recognised, cannot be entirely stopped.

III.—Housing.

The Corporation has decided to provide housing to the labour staff of the Conservancy Department. It has not been possible to provide housing accommodation for the labour staffs of the other departments on any large scale. When it is considered that the staff should reside in a particular locality for the efficient discharge of their duties, housing is either provided or certain allowances are given. About 20 per cent. of the labourers are at present housed in Corporation buildings. Those who are not provided with housing accommodation have to find their own accommodation and the practice is for them to club together and live in crowded rooms paying rents from Re. 1 to Rs. 3 per month per head. Floor space per man is 36 sq. ft. in a room for eight. Lighting, except in big barracks, has to be arranged by the men themselves. The conservancy and water supply are arranged for by the Corporation. Those for whom no housing provision is made by employers have to find their own accommodation. As a rule large rooms are rented by maistries and rents are levied *per capita* by them from labourers. The conditions under which labourers have to live cannot be said to be satisfactory either from a moral or sanitary point of view. Private landlords cannot get a fair return on their capital unless overcrowding with its attendant evils, is resorted to.

IV.—Health.

The Corporation has dispensaries in the town at which workmen can get free medical treatment in case of sickness or injury. No special statistics are collected to show figures of mortality among the labourers employed by the Corporation. No special method of registering births and deaths among labourers are adopted. The general conditions of health, physique, living conditions at home, over-crowding and the addiction to drink and drug evil of the labouring class community as a whole in this city in relationship to the prevailing diseases in the city and the mortality rate in general have been described at some length in the Health Officers' Annual Reports for the years 1924, 1925 and 1927 and in the Memorandum submitted by the Health Officer to the Health Enquiry Committee at page 113 of Volume I of the Report. Short extracts therefrom pertaining to the subject under headings iii to vii of the questionnaire are given herewith.

(1) The death rate in this town is much influenced by the constant movements of the migratory population. The port of Rangoon is one of the largest emigration and immigration ports in the world. The total number of immigrants coming through this port far exceeds 300,000 per annum. An equal number is found to leave this port every year. Rangoon City forms the centre of this movement and besides absorbing a large proportion of this migratory population, almost all of these emigrating and immigrating populations pass a short or long period at one time or another of their journey in this town. At every in-coming and out-going season, our town accommodates an extremely large number of these people and the total population of the town far exceeds the number given in the last census report. The actual death returns are calculated on the last census population and hence the rate calculated shows a higher return than what it actually is.

(2) The second great factor affecting the death rate of a town is the age and sex distribution of the population in that town. The death rate among the males is uniformly higher than among females. Similarly the very young and the old have higher death rates. In our town the male population is more than double that of the female, *viz.*, 238,716 males and 106,789 females.

Again the population of children under 5 years of age and that of persons above the age of 50, constitute nearly 13 per cent. of the total.

The death rates in these two groups of life are nearly seven times higher than the mean average of the intermediate groups of life. It follows therefore that our town, in which a large proportion of the inhabitants consists of age groups less favourable to long life, would obviously show a higher death rate.

(3) The third great factor in the general health and mortality of the inhabitants of any town is the marked influence exerted by the density of the population. It is a well recognised fact all over the world that the higher the density of population, the greater the sickness rate and the higher the mortality rate. This fact will be found well illustrated in the table of mortality rate from tuberculosis given at page 56 of the last Annual Report where the highest mortality rates are recorded from areas most densely over-crowded.

This town unfortunately is not only subjected to this colossal density per square mile but to another and more baneful density of over-crowding in rooms. The greatest harm comes from this over-crowding in living rooms. The true density that must be considered more important is the number of persons living together in each room. The number of persons on a given area gives, so to say, the gross density of the population. The figures given in the said table for this gross density of population per square mile in some of the most important and industrial quarters of the town are simply colossal. Lanmadaw 113,241 per square mile; Taroktan 168,838, North-west Town 106,854 and North-east Town 135,524 per square mile.

The mean density of English population is about 551 persons per square mile, the mean of the whole Province of Burma is 94 per square mile and that of Rangoon 11,365 per square mile.

Coming to density per each living room, the figures of over-crowding found and prevalent in our town are simply appalling. The Census standard of over-crowding is anything over two persons to a room. In our town 20 to 40 persons per room is rather a rule than the exception.

In crowded communities it is a matter of vital importance whether 500, 1,000 or 5,000 or more persons are living on a square mile. Where this ratio goes up to 160,000 and over per square mile as in our town, the disastrous effects on such a population could be better imagined than described. Early and rapid spread of infectious diseases is not the only evil in such instances. Over-crowding means poverty, ignorance of the most rudimentary laws of health, intemperance, drink, drug, depravity and crime. It is not so much the over-crowding itself but the absence of proper air, light and sunshine and those other factors, mostly drink and drug addiction which are associated with it that produce this high death rate in such towns like Rangoon.

(4) Another great factor is the influence for good or otherwise which occupation has upon the general health and mortality of a town. Our town is unique in more respects than one. A great majority of the population is composed of the migratory labour population. The permanent residents of the town hardly comprise one-third of the total population. In this latter even the majority are of the lower grades of life.

Thus the bulk of our population constitutes that large class of the labour population, sweated labour as all the world over, with its concommitant penury, ignorance, drink, drug, and other evils of their most unfortunate social conditions of life.

(5) Another great factor in the high death rate of our town is the wide extent of the drink and drug evil prevalent in the labouring class of the community. Ill-clad, ill-fed, ill-housed, it is notorious how these people succumb to the vile temptations offered by the drink and drug shops so promiscuously scattered close to their industrial and living quarters, which sap the last drop of blood out of their half starved bodies. The disastrous effects of alcoholic drink, *hlawaza*, toddy and drugs like opium, morphine and cocaine are usually very insidious in origin and the general health is so undermined in time that they form essential agents in the causation of various ailments and render their victims ready prey to various diseases. A random visit any day to these various haunts of intemperance, drink and drugs will reveal most glaringly the cause of so much sickness, disease and crime that fill our jails, lunatic asylums and the burial grounds with their habitual victims. With such disastrous evil effects of drink on the body and mind of these ill-clad, ill-housed, half-starved community of the population of our town, it is little wonder dearth, diseases and death are so rampant. The real wonder is the general death rate is so low compared to these vicious surroundings. The worst of it is that it is this community that forms the bulk of the population in our town.

Some idea of the extent of the drug evil prevalent may be gained from the large amount of contraband articles seized by the Police every month, and it is a well-noted fact that for every pound of the articles seized, hundred times or more of it is safely smuggled undetected.

The League of Nations have fixed a standard figure of 12 lbs. of opium per annum for 10,000 population to meet medical requirements. The average for all India is stated to be 24 lbs., whereas in Assam it is 104 lbs., in Punjab 130 lbs., in Bomaby 86 lbs., in Calcutta 287 lbs. and in Rangoon 218 lbs. These figures clearly indicate the extent of the drug habit prevalent in particular towns.

The wide extent of the illicit traffic in opium and other narcotic drugs in Rangoon is not a closed secret and the havoc done in the large body of its victims could be seen in the jails, lunatic asylums and the annual death returns of the town.

(6) Another most potent cause of increased sickness and the increased number of deaths in our town is the large number of imported cases suffering from various infectious diseases coming into our town from various parts of the province by rail, road and river. Some of them enter the town while suffering in the acute stage of the disease and some in the incubation stage developing the disease after the arrival here. All these cases of acute infection come to light only when death occurs or when a house to house search is carried out by the Health Department on suspicions being aroused or when the epidemic is prevalent.

In densely over-crowded rooms, houses and areas with the most primitive standard of social life and where poverty, squalor and filth reign supreme, the disastrous consequences

and rapid spread of infection from a single suffering case of an infectious or dangerous disease among them may be better imagined than described.

Last year a total number of 228 cases suffering from small-pox alone were definitely ascertained to have been imported cases of the disease from other parts of the province and some more must have escaped detection.

Similarly plague accounted for 40 imported cases and cholera 13, during the year under reference. From the statements given herewith showing the number of attacks, deaths and the number of imported cases month by month from plague, cholera and small-pox for the past ten years, it will be clearly evident how badly exposed our town is to the advent of various infectious diseases imported into our city from various parts of the province. Plague, cholera and small-pox are more or less endemic in the whole province of Burma.

As for plague every effort is being made by the Health Department to eradicate the epizootic of rats which is the precursor of human plague and though successful to a degree, the town is yet at the mercy of other parts of the province from where all the rice and paddy come to Rangoon town which is the greatest granary of the world. With this rice and paddy, come also plague-infected rodents and there is absolutely no control whatever to prevent these outside infected rodents entering the town.

As for cholera, our town is equally at the mercy of other parts of the province. With our pipe water supply we are practically protected against the inroads of this disease but there is absolutely no protection against the imported cases of this disease from parts of the province where cholera is perennially raging. Almost all the cases of cholera occuring in our town are the contact cases of one or more of the imported ones to begin with.

As for small-pox, if any thing, our town is in a worse plight. The permanent population of our town is in an extremely well state of protection by primary vaccination. Thousands and thousands of the migratory population are being vaccinated and protected by the Health Department every year. Last year alone, out of the total population of three and a half lacs, over a lac and a quarter of the population was vaccinated by the Health Department of this town but unfortunately there is no control whatsoever on the very large number of this migratory population constantly on the move from various parts of the province.

The Corporation is appointing three qualified Nurse-Midwives to attend to confinement cases of the poor in their own homes, free of cost, within the pucca area of the town. A part-time medical officer is employed also to give free medical attendance to the Corporation staff at the Compressor Station, Yegu Pumping Station, the Fire Brigade Station and the Motor Transport Depot.

The bulk of the Corporation labourers work in the streets or on open roads where working conditions are satisfactory. As the large majority of labourers come to Rangoon without their wives, sex morality amongst them is bound to be very low. In the cooly barracks so far provided by the Corporation, arrangements are made for latrines, bathing and washing. These barracks are inspected periodically by the sanitary staff of the Corporation and the sanitary conditions of the barracks are fairly satisfactory. Statements showing births and deaths and infantile mortality rates and also figures of emigrants and immigrants for the past ten years and statement showing total number of registered buildings in Rangoon giving full details of these houses and results of inspection for over-crowding for the past four years are attached.

Education.—There are no educational facilities for Indian workers. On account of the illiteracy of the labour class it would be very difficult to provide any educational facilities for their children. The Corporation is opening gradually free vernacular schools Beyond that no other facilities for education of the children of labourers is contemplated.

Working hours.—They vary from 48 hours to 50 hours a week.

Wages.—The wages of the labouring class in the employ of the Corporation range from Rs. 18 to Rs. 22 a month and in the case of maistries from Rs. 23 to Rs. 30 a month. There has been a tendency for wages to increase but not to a very large extent. The minimum wages at one time was Rs. 12 and this has now been raised to Rs. 18 per month. This increase is due to general rise in prices. A labourer earning Rs. 20 a month ordinarily can save from about Rs. 6 to Rs. 10 per month provided he is not addicted to drinking or the drug habit. Those who are employed beyond their working hours are given overtime on the basis of their regular pay. As there is no scarcity of labour it does not seem necessary or advisable to fix the minimum wages by statutory deductions. Punishment by fines is very rare. Payment of wages for each month is made monthly, that is to say, about the 8th to 15th of the following month.

Leave.—Permanent men take leave once in about three years to go back to their own country. No leave is granted to temporary or casual workmen.

Industrial efficiency of workers.—There has been no appreciable change of efficiency of industrial workers in recent years.

Trade Combinations.—There are practically no Trade Unions or Councils in Rangoon.

REPRESENTATIVES OF INDIAN LABOUR IN BURMA.

I.—Recruitment.

3. (*i*) We believe it will be better for us and facilitate the work of the Commission if we give reference of the standard work on the subject, namely, "Report of an enquiry into the standard and cost of living of the working classes in Rangoon" By J. J. Bennison, paras. 181 and 182, in which the different methods are given in detail and which are substantially correct. In such matters as our information differs from that of the Report we shall make a note to that effect.

[Reference is made to pp. 181-227 of Mr. Bennison's report.]

From the above the following facts stand out clearly :—

Recruited Labour :

(1) That recruited labour is mainly confined to—(*a*) Paddy carriers in Rice Mills. (*b*) Labour for landing coal and salt.

(2) Recruited labour is paid advances from Rs. 25 to Rs. 100 per head in India. (3) On arrival thumb impressions or signatures are taken on an agreement or a blank sheet of paper which is filled in later, and/or (4) A promissory note is taken. (5) Payment is made by the employer through maistries. (6) For the paddy carrier the period of work is about six months in the year. (7) Labour does not leave Burma generally immediately the Rice Mills close working for the year, but continues to remain in Burma from 1 to 3 years. (8) Indebtedness of recruited paddy carriers to maistries continues for a very long period. (9) Deductions from wages are made. (10) Interest is charged on loans.

Labour engaged in Burma.—(1) The following are engaged locally :—(*a*) Chittagonian labour for Rice Mills. (*b*) Bagging and stitching—Telugu labour for Rice Mills. (*c*) Ali the labour for Saw Mills.

Labour in other factories.—(*d*) Shipping labour. (*e*) Wharf labour. (*f*) Cargo Boatmen. (*g*) Coal and salt labour. (*h*) Labour employed by public bodies. (*i*) Transport labour. (*k*) Contractor's labour for earth and stone work.

(2) The following of the above work under the maistry system :—(*b*) Bagging and stitching labour in Rice Mills. (*c*) Telugu and Uriya labour in Saw Mills. (*d*) Shipping labour. (*e*) Wharf labour. (*f*) Cargo boatmen. (*g*) Coal and salt labour. (*k*) Contractor's labour for earth and stone work.

(3) All the labour which works under the maistry system is paid wages through the maistry.

(4) Indebtedness of the labourer to maistry for long periods [classes (*b*) and (*c*)].

(5) Deductions by maistries from wages earned by labour, in other ways with regard to 1 (*b*) and 1 (*c*).

(6) Interest is charged on loans.

We thus see that, so far as recruitment of labour in India is concerned, it is confined to certain class of labour only, the numbers of which may be calculated at about 20,000 for the Rice Mills, and another 5,000 for contractors for road making, earth cutting, etc. Therefore we may say that out of 3½ lacs, 25,000 labourers are recruited in India. Their main grievance is that—(1) loans are given in India, but agreements made in Burma; (2) the method and manner of recovering of loans; (3) payment of wages made through maistries.

With regard to Indian labour recruited in Burma and worked through the maistry system their grievances are—(1) indebtedness to maistries [class (2) (*b*) and (*c*)]. (2) Deductions for class (2) (*b*) and (*c*) made by maistries. (3) Payments made through maistries for all under class (2).

3. (*ii*) We have brought out clearly the grievances and the disabilities of the recruited labour and that of locally employed in the foregoing paragraph; we will now deal with possible improvements.

Recruited Labour. We propose that—

(1) there shall be a Government officer at Calcutta and Madras ports from which labourers come in large numbers; (2) every maistry who recruits labour shall pay before such officer any loan he may give to the recruited labourer, and any agreement or other document he wishes to get from the labourer shall be signed or thumb impression affixed before such officer, and every such agreement or document shall be countersigned by such officer and the seal of his office affixed to it. No other document than this shall be recognised as proof of payment of loan or as an agreement existing between a recruited labourer and the maistry; (3) no loan given to the recruited labour shall be of a sum greater than six times half the monthly wage; (4) any loans not recovered within six months shall lapse; (5) any agreement between the labourer and the recruiting maistry shall not be for more than six months' period. It shall clearly mention the nature of the work and also the monthly wages and shall specifically mention that there shall be no other deductions from the wages except for time being which the labourer may through sickness or through leave be unable to attend work.

Labour engaged locally. We propose that—(1) any loan that may be given to the labourer shall be paid in the presence of the ultimate employer or in the presence of an Honorary Magistrate who shall certify to that effect; (2) the maistries shall receive an agreed remuneration either per head of labourer employed or on percentage of work done; (3) the gang maistries shall be paid direct by the ultimate employer on a basis of wages for two men's per day of work and he shall not charge or make any deduction on the wages of the labourers; (4) the labourer shall be paid by the employer direct; (5) for daily workers the payment shall be made daily; we would however concede that daily payments may in some cases cause difficulties and in such cases we would agree to weekly payments; (6) in all factories payment shall be made within forty-five days; (7) in all outside labour, if by month, payment shall be made within forty-five days; (8) in case of contravention of 5, 6 and 7 any labourer may file a suit against any employer who is liable to pay his wages on a court fee of 4 annas; (9) if the government of any province which sends out a large number of labourers to Burma desires to maintain a labour officer to keep in touch and to bring to the notice of the Government any particular disabilities from which labour may be suffering and to generally help the labour, it may be made possible to do so.

3. *(iii)* (*a*) We do not think the maistry system could altogether be done away with. Any public (non-official) employment agencies would be more or less a repetition of the maistry system the exactions being made in a more underground manner. We think there is room for official agencies, not particularly for employment but also for looking after the well-being of labour. Large number of labour comes from Madras, Bengal and Bihar and Orissa. The Provincial Governments may now consider it advisable to keep in closer touch with the labour which comes to Burma and at the same time be able to help in recruiting.

Suggestions: We suggest that—

(*a*) the Central or Provincial Governments (we would prefer the latter) desiring to maintain a labour officer in Burma, be given every facility to do so by the Government of Burma; (*b*) the work of such labour officer would be to look after the labour of the province which he represents, and bring to the notice of his Government and of the Government of Burma any particular hardships to labour; (*c*) he would be the person to whom labour would first go to for advice in all labour matters for compensation, etc., etc.; (*d*) he would see that recruited labour was brought under satisfactory terms and conditions, and that those terms and conditions were observed by the recruiting agency as well as the recruited labour; (*e*) he would be the person before whom loans should be given to labour and his seal affixed to prove the loan; (*f*) he could help in the recruiting of labour if his help was desired by any employer requiring labour; (*g*) if a recruited labourer leaves the country without repayment of loan, the officer would help in recovering the said loan; (*h*) if labour is recruited through this officer the transaction would be on commercial lines. Some commission per head of recruited labour be fixed for recruiting expenditure. The terms of loans, etc., would be an arrangement between the employer and the officer; proper accounts would be rendered of moneys advanced; (*i*) the labour officer would be able to gain information from large labour organizations as to their probable labour requirements for the season, and thus form an estimate of the total number required. His Government would in such a case be able to check an over supply; (*k*) the officer would also be in touch with the development of indigenous labour and be able to advise his Government of probable reduction of demand for Indian labour. This would be in the interest of indigenous as well as of Indian labour; (*l*) it would be in the interest of Burma as well as of India or of the provinces that any check required on the coming of labour to Burma should be on the other side of the Bay of Bengal. In our opinion it is time that Provincial Governments took a closer interest in labour leaving their shores.

4. *Extent and effects of disturbance of family life.*

(2) Indian labour.

(*a*) *Extent.*—Census Report of Burma, 1921. Summary of Imperial Table XIV, pages 216-17, Part II.

(*b*) *Effect on Disturbance of Family Life.—General.*

(1) *Indigenous race*—no effect.

(2) *Indian Races.*—

(*a*) These may be divided into:—(1) Hindus (including Hindus, Sikhs, Aryas, Brahmos). (2) Muslims (excluding Zerbadis or Burma Muslims). These again may be divided into: (1) Born in Burma. (2) Born out of Burma.

With regard to Indians born in Burma, the proportion of male to female is natural.

There is very large difference between sexes of those born out of Burma amongst Hindus and Muslims. Following figures will make this difference clear:—

	Born in		*Born out*	
	Male.	*Female.*	*Male.*	*Female.*
Hindus	53,892	45,871	333,539	63,116
Muslims	109,382	108,664	146,200	17,572
	163,274	154,535	479,739	80,688

This difference between sexes is to be found amongst all Indians "Born out" of Burma.

Table XIII, page 208, Part II, 1921, Census Report, may be referred to for details of distribution in each division and district. Taking into account the Indian population born "in" and "out" of Burma.

	Men.	*Women.*	*Total.*
"In" Burma	163,274	154,535	643,013
"Out" Burma	479,739	80,688	235,223
	643,013	235,223	878,235

Men are three times the women.

	Indians. *Born in.*	*Born out.*
Class V.—Table XX (p. 444). Trade Finance, Insurance. (Total supported)	.. 29,462	80,221
	or a total of 109,683	
Class VIII.—Profession and Liberal Arts	.. 5,448	7,649
Classes XI and XII.—Insufficiently discented occupation	.. 14,880	85,303
	49,790	173,173
	173,173	
Total ..	222,963	

Out of 878,235
222,963

555,272 come within the scope of the questionnaire or, say, approximately 1/4th of the Indian in Burma are not labourers and 3/4th are. But it is noticeable that those who do not come within the purview of the questionnaire are bringing their families to a larger extent than does labour and therefore the paucity of women in the labour class is larger than is apparent from the figures. This paucity of women becomes still more apparent when Age is taken into account. Table XIV, page 216 of Census Report of 1921 may be referred to.

Taking the marriageable age of men as 15 to 40 and of women from 12 and up, the paucity of women becomes still more apparent.

It becomes apparent that very large number of Indian labour consisting of married men leave their wives behind and unmarried men come to Burma; but even if they so desired there is paucity of unmarried women to get married to. The result is, as regards married men, a great disturbance of family life. Further moral degradation of both married and unmarried men results. Another serious matter is that lads between the age 12—15 are brought over in fair numbers and living as they do with men, nothing but degradation can result.

A further fact is that girls are brought over resulting in their degradation also.

The reasons for the families kept behind are :—(1) Nature of work. (2) A moving life in the country. (3) Bad housing and consequent large mortality. (4) Family land in the home land. (5) The large percentage of death amongst Indian women, particularly the Hindus, may also be a deterrent.

Reference.—Supplementary Annual Statement V. A., page 86 of Report on the Public Health Administration of Burma for the year 1928.

7. Industrial workers.—There are three distinct streams of unemployment, *viz* :—

(1) Temporary industrial unemployment.—Because of the general trade depression. This affects the Indian industrial labour.

(2) Displacement of skilled and unskilled workers. (*a*) Indigenous home and cottage industries.

Reasons.—Competition of imported articles displacing indigenous manufactured article. An example may be given of the spinning and weaving industry of Burma. According to the Census Report of 1901, there were 150,000 women employed which in 1911 dwindled down to 100,000 and in 1921 to 50,000 women.

Similarly, pottery and lacquer ware industries, etc., have greatly suffered from the competition by the foreign manufactured articles.

(*b*) Unemployment in Industries which are more or less permanent affected by modern machinery :—

Example.—(1) In the transport of men, formerly a large number of carriages drawn by ponies bred in Burma plied in Rangoon and in the districts. Electric Tramway followed by motor cars, motor taxis and motor buses have displaced the horse drawn carriage altogether practically all over Burma. (2) In the transport of goods, bullock carts and hand carts drawn by men have been

and are being rapidy displaced by motor vehicles both in Rangoon and in the districts. (3) Iron beams and girders are replacing timber very largely. Other instances of similar nature may be cited.

The three instances cited above mean displacement of the pony breeder, the driver, the coach or cart builder, the carpenter, the blacksmith and consequent reduction in local sale of timber, affecting the saw mill owner, the labourer of the mills, the tree feller, etc.

The question is what new avenue of work have been opened out to take up the unemployment thus created. In the West the evolution of motor took place gradually, and as the displacement of workers in transport took place, new avenues were opened out for employment of displaced labour by the increased production of steel and iron required for the manufacture of motors and in the advance that other industries made to supply the growing needs of the motor car manufacture, like the rubber industry.

In England, because there was a trade slump, the British Railways were induced to purchase steel sleepers instead of purchasing timber sleepers, some part of which at least would have gone from Burma. But although trade and industry in Burma are so depressed the Government of Burma will not agree to stop purchase of steel and iron beams in favour of Burmese timber.

In our mind, as every modern invention is introduced in Burma, so it will go on displacing labour from some field of work or another and those who, prior to it, were " skilled " labourers have to come down to the level of " unskilled " labourers. Grave consequences must follow. The Commission can well understand the nature of consequences which are bound to follow the continuous increase of large middle class unemployed and also a large and continuous displacement of " skilled " labour into the mass of unemployed unskilled labour.

The position that we envisage is that on one side owing to trade depression unemployment has been created in those spheres of labour which formerly could not complain of unemployment, mainly the Indian labour class. Economic pressure of competition of foreign goods on the indigenous industries and consequent unemployment is now felt. Insufficiency of income of agricultural labour makes it more and more incumbent on that labour to find other spheres of labour, particularly at a time when the market for labour itself is in a depressed condition.

In the meantime no new avenues of work are opened to the people of the country. Under the present Tariff and Exchange policy no new industries can be developed. Army, Navy, Shipping, Ship-building, etc., are sealed to us, as in India so in Burma.

(*iii*) *Possible method of alleviating and remedying distress.*—We suggest :—

* * * * * * * * * * * * * * * *

(2) Promotion of lower grades to higher grades to a much greater degree.

(3) Employment of men with local qualifications or, in the alternative closing down the institutions for such qualifications.

(4) Promotion of technical education and industrial education.

(5) Change of Tariff policy.

(6) Change of Exchange policy.

(7) Adoption of definite policy for encouragement of industries.

(8) Encouragement of indigenous industries by purchase of articles by Government in preference to foreign articles.

(9) Government should open up new agricultural lands and let them out to such agricultural workers as may desire to work them. Government should also finance such agricultural tenants.

(10) For those in the districts who want to take up industrial work to encourage such labourers to take up work in the district mills.

II.—Staff Organization.

10. (*a*) European concerns.

Administrative staff and Heads of Departments are all mostly Europeans. Large firms generally get out European assistants on three to five years' agreements. These assistants gradually rise to positions and later may become partners of the firms. Indians, however old in service or in responsible work, never get a chance to rise beyond a certain limit. In the industrial concerns there is a clear discrimination in favour of Europeans and Anglo-Indians or Anglo-Burmans as against Burmans or Indians.

(*b*) Burman, Indian, Chinese concerns.

They are generally smaller concerns and cannot afford to pay high salaries, and employ the best they can afford.

12. (*i*) There is no general system of recruitment of superior staff except in European firms as stated above, recruitment being generally done in Great Britain.

The Railways and large European concerns have systems of training supervising staff through the system of apprenticeship. Such apprentices reach certain grades and no further.

There is no method by which such men can pass higher examinations after practical experience of some years.

(ii) There is no facility for training and promotion of workmen in any concern that we know of.

14. *Time keeping, piece-work, contract and attendance registers.*

(*ii*) Wages paid by in—

Oil Fields to labourers by Company.

Dockyards, wages paid to contractors by Port Commissioners—contractors pay labour.

B. I. S. N., wages paid by contractors.

Scindia, wages paid by contractors.

15. We have already dealt with the maistry system under I. Contract system is not otherwise much availed of in factories. It is availed of in public works, roads and buildings, Quarries and mining.

III.—Housing.

16. The problem of housing of labour has been receiving attention from time to time, and some steps have been taken to improve the condition. The problem, particularly in Rangoon, has assumed a serious position though schemes have been prepared from time to time yet nothing tangible has been done. Recent enquiries into the *" Public Health of Rangoon " and of the †" effects of the Removal of Rent Control in Burma " together with the annual Reports of the Health Officer of the Corporation give graphic account of conditions in Rangoon, but there is no connected account or statistics available on the question of housing of labour for the whole of the Province. We believe the problem is acute only in Rangoon.

(1) We would refer to the report on the Public Health of Rangoon, Vol. I, page 30, paras. 68, 69, 70, 71, 72 and 73.

(2) With regard to lodging houses, paragraphs 74, 75, 76 and 77.

(3) With regard to " Proposed Remedies ", paragraphs 78, 79, 80, 81, 82 and 83.

(4) " Report on Housing Conditions in Rangoon undertaken by the Members of the Rangoon Social Service League ", Vol. I, page 86, para 3.

(5) Memorandum submitted by Dr. K. R. Dalal, L.M. and S., D.T.M., D.P.H., Health Officer, Corporation of Rangoon, Vol. I, page 113, appendix of the above report particularly page 134, Housing accommodation.

(6) " Report of the Committee appointed to enquire into the effects of the Removal of Rent Control in Rangoon ", paras. 7 and 8.

(7) Minute of Dissent to above Report, page 29.

The estimate of the labour population in Rangoon is 100,000 according to the report on the Public Health of Rangoon and 72,000 according to Mr. Benninson's Report‡ of the enquiry into the standard and cost of living of the working classes in Rangoon. There is room for one being an over-estimate and the other an under-estimate, and about 85,000 would be workable basis. The figure of 72,000 labourers is made up as under: (page 13, Rent Enquiry Committee). For the lodging houses, according to Municipal Laws, 36 sq. ft. of floor space per person is calculated and in exceptional cases at 24 sq. ft., *i.e.*, for a house 12½ ft. by 50 ft. 14 labourers would occupy the room at 36 sq. ft. Very often the maistry or the gang maistry engages a house of 12½ ft. by 50 ft., and large numbers—25 to 40—labourers are made to live in the room. They pay not less than Rs. 1-8 per head per month.

(*i*) *By Employers.*—Appendix C of the Rent Control Enquiry Committee on page 58 gives the details of certain large industries and public bodies which lodge, totally or partially, labour employed by them.

	Private concerns.
Total employed	13,478
Lodged	9,083
Not lodged	4,395

*Report on the Public Health of Rangoon, 1927.

†Report of the Committee appointed to enquire into the effects of the removal of Rent Control in Burma, July 1930.

‡Report of an Enquiry into the Standard and Cost of Living of the working classes in Rangoon by Mr. J. J. Bennison, B.A., I.C.S., Officer-in-Charge, Labour Statistics Bureau, Rangoon, 1928.

According to Municipal figures (page 12, Rent Enquiry Committee) 32,652 are lodged in Mill barracks altogether.

From the above it will be noted that about 5,000 have yet to be lodged by the private concerns. For these we press that immediate steps be taken to provide lodging.

Suggestion.—All employers of factory labour employing more than 100 men should be made to provide housing accommodation.

Outside of Rangoon.—Most of the factories give lodging to a smaller or larger extent to their labourers and staff.

(*ii*) By Government or other Public Agencies.—Refer to Appendix C, Rent Control Enquiry Committee; the following table states the position in Rangoon :—

——	Government.	Port Commissioners.	Corporation of Rangoon.	Burma Railways.
Total employed	143	1,465	5,236	781
Lodged	142	755	1,243	536
Not lodged	..	710	3,993	245

We submit that Appendix C does not contain the full list of those employed by Government or the Burma Railways and therefore these figures are only partially correct.

Suggestions.—All public bodies and Government must give lodging to their workers.

(*iii*) By Private Landlords.—According to the Municipal figures (Reference Rent Enquiry Committee, page 12) registered lodging houses provide for 75,777 persons.

17. There is no facility for acquisition of land for workers houses. No attention has been paid to this side of the question. Development Trust was instituted with the purpose of developing areas around Rangoon proper. It has done so at such an exorbitant cost that instead of the land becoming cheaper, prices have gone up and the Development Trust raised its rents higher than any landlord in Burma by 100 per cent. and more in some quarters.

When the Trust was operating, lands which could have been definitely used for such purpose as above, were not so conserved. The only thought paid to this subject is in part II, page 89, in the report on housing condition in Rangoon undertaken by the members of the Rangoon Social Service League to which Professor H. S. Jevons and other equally well known persons are signatories and their report deserves consideration. This report is a part of evidence in the Report on the Public Health of Rangoon.

18. *Nature of accommodation provided in each class.*—(*i*) and (*ii*). We take leave to deal with all these three points together. All the barracks in the town of Rangoon or within the limits of the Corporation have to be according to the Building Bye Laws of the Municipal Corporation of Rangoon. They are built in different styles and with different materials. Those which are of corrugated sheets and/or with ceilings of corrugated sheets are extremely hot in the hot weather. Thatch roof, though humbler and less costly, is cooler. But the workers have to put up with what they are given. There are more or less in all cases complaints about sufficiency of accommodation for kitchen. There is also generally complaint of latrines. They may be sufficient and passable from the Municipal point of view, but generally they are far off from the barracks and so in case of sickness and during the monsoon it is difficult to reach them. The greatest and most serious complaint is that family quarters are not at all provided.

Lodging Houses.—As regards accommodation of labour in lodging houses we refer to Mr. Bennison's Report on the working classes of Rangoon, page 90, para. 239.

He says " It is not unusual to find a tenement room 12½ ft. by 40 ft. occupied by as many as 40 to 50 people ". " In some rooms there are two sets of tenants one set occupying it during the day and the other during the night. Families are often found in these lodging houses, gunny-bag partitions being erected to secure a certain amount of privacy ". We may here remark that the same system is followed by families even in the barracks of private employers and in Government and public bodies.

Reference.—Report on the Public Health Enquiry Committee, page 114.

Suggestion.—We only desire in this respect a humane treatment for this unfortunate class of humanity on which albeit rests perhaps the foundation of the future of this city and this

province. We ask that a housing scheme for labourers should be started at the earliest possible opportunity.

Surroundings of Barracks.—With the exception of Rangoon, the Rice Mills and Saw Mills areas during the monsoon are in a very water sodden condition. In many Mills part of the factory area is practically under water. The land under the barracks (if raised) and surrounding areas are in a very water laden condition. It is natural that labour under such circumstances should greatly suffer from lung diseases and other ailments arising from such conditions.

Suggestion.—It is suggested that land under the barracks and surrounding the barracks should be raised to an extent which would enable water to drain off. Roadways to latrines should be raised so that labourers may not have to walk through water.

(iii) Provisions made for lighting, conservancy and water supply.—Reference.—Page 67, Public Health Committee Report.

Lodging houses in Rangoon.—Under circumstances described in reply to the previous question it will be noted that all arrangements are based on the basis of 14 persons living in a room of 12½ ft. by 40 ft. where twice and thrice the number are lodged, the adequacy or the contrary of conveniences may well be imagined rather than described.

Houses provided by employers, Government or Public Agencies in Rangoon.—In area where water supply and electricity is laid on, these facilities are available.

Outside areas.—In some barracks, water is given from tube wells or wells or rivers. No special arrangement is made regarding lighting. This is also the condition outside Rangoon in the districts.

Conservancy.—Only in areas where sewerage is laid this is made available. Outside the sewered area in Rangoon town, and in districts the latrine accommodation though not insufficient is often inefficient. The distance of latrine from the barracks is a matter of universal complaint.

Suggestion.—Lighting.—In all labour barracks in the areas in Rangoon or outside where electric lighting is laid on and in all factories where electric lighting is installed, electric lighting should be installed in barracks.

Conservancy.—In areas where sewer system does not prevail, latrines of a better type should be made. Several types of arrangements are shown every year at the Health Exhibition, but nowhere are they used. Latrines should be as close to barracks as possible, keeping in view sanitary conditions. A roadway should always be provided which should not be under water during the monsoon. This roadway should be lighted as also the latrine at employers' expense. Latrines should be cleaned four times a day.

Reference.—Item No. VII, page. 71, Public Health Committee Report "Model cooly barracks is an urgent necessity....." (written statement of the Honorary Secretary, Burma Provincial Medical Service Association).

Reference.—Para 7, page 102, Public Health Committee. Statement by Burma Indian Chamber of Commerce.

Reference.—Pages 134, 135.

19. We are not aware of a single instance where labour has not utilized available accommodation.

If there is any such case we presume to say that the accommodation may not have been used because of its inacceptability or through some reason connected with the management.

20. *Rent rates in various classes.*—Referenee. (1) "Enquiry into the standard and cost of living of the working classes in Rangoon."

Page 23, para 69	.. ..	Burmese.
Page 31, para 85	.. ..	Indian.
Statistical tables.		

(2) "Report of the Committee appointed to enquire into the effects of the Removal of Rent Control in Rangoon."

We attach herewith a consolidated table from rent figures quoted by Mr. Bennison in his Report. We however must clearly say that in our opinion these figures are not all reliable, if taken for each class. But on the average we agree that for the classes we have mentioned who are living in rental houses, an average of Rs. 1-8-0 per month would be a fair rent.

In our opinion rent is paid over 10 per cent. of the actual earnings of the labourer in Rangoon.

Class.	Monthly income.	Rent.
	Rs. A. P.	Rs. A. P.
Coal carriers	25 2 11	0 12 10
Paddy carriers	24 8 1	1 4 10
Handcart pullers	43 1 2	2 5 3
Skilled factory workers	36 6 5	1 6 10
Rice bag carriers	37 1 11	0 15 10
Stevedore and Wharf coolies	32 6 4	2 1 5
Rickshaw pullers	28 2 4	1 13 9
Corporation coolies	25 10 2	1 11 9
Cargo boatmen	25 3 2	1 7 4
Paddy carriers	24 14 0	0 13 1
Unskilled factory workers	20 9 2	1 0 5
Skilled factory workers	39 5 8	1 12 3
Tramway workers	27 14 4	1 11 7
Unskilled factory workers	23 9 3	0 14 5
Durwans and peons	25 0 8	1 8 4
Gharry wallahs	24 15 8	1 13 0
Unskilled factory workers	24 6 1	1 7 4
Tindals	45 10 2	1 10 10
Firemen	28 14 11	1 5 9
Oilmen	26 3 10	1 4 7

22. The moral effect on workers of industrial housing conditions of the present have been thoroughly bad both as regards lodging houses and barracks. Married couple with just a piece of gunny bag or other rough curtain hung over a bed, have to sleep in the same room with rows of males married but without their wives, or non-married males lying in all directions. Small boys constitute a good proportion of occupiers. The physical health of the lads must necessarily suffer; their mental and moral health must also suffer. Prostitution and venereal disease are rampant. Drink and drug evil must necessarily have a strong hold in such condition of life. No effort can change the moral atmosphere of environments of this nature. Provision of better housing accommodation and facility of keeping a family are the only cures for the evil.

IV.—Health.

There are no special figures available with regard to workers. The statistics given below are therefore those of the whole population.

Reference.—Public Health Report, 1927.

(*i*) *Figures of Mortality per 1,000.*

Table VIB.

	Total.	*Rural.*	*Urban.*
Provincial.	19·55	17·38	36·21
Quinquennial mean	20·86	18·85	36·52
	Urban.	*Mean of previous 5 years.*	
Rangoon Town	31·41	35·05	
Mandalay	41·16	46·95	
Moulmein	26·17	30·64	
Bassein	41·60	39·00	
Prome	49·45	52·04	
Yenangyaung	39·94	49·52	
Pegu	42·46	48·15	
Toungoo	34·55	32·15	
Myingyan	40·99	38·05	

The above are the most important industrial towns.

Yenangyaung is the Oil centre. Myingyan Cotton centre. The other towns have rice and timber and seed oil mills.

Taking 350,000 as the Indian labour in Burma, about 30,000 die every year or say 80 per 1,000 of Indian labour in Burma.

Reference to Suppelmentary Annual Statement VA, page 86, Report on the Public Health Administration of Burma, 1928, gives some interesting information.

We would point out the large rate of death of Indians and of Indian women and the death rate of Hindu women in special. We would venture to say that this is an indication that housing has something to do with this.

In Rangoon.—Public Health Committee Report, para 11. Death rate is 35·81 in 1926.

Reference.—Statement No. 9. Statement of Deaths by Registration Circle in the City of Rangoon for the year 1925, page 151, Public Health Report. (Table given in full.)

(*ii*) Reference.—Report on the Public Health Administration, 1927.

Para. 8. "Birth rate and death rate lower than those of any other Provinces."

"Infantile mortality 198·05, second highest."

Para 10, page 6. "The low birth rates of a number of towns, particularly those of Lower Burma, are due to a disparity of sexes resulting from a floating population of adventitious male labour."

Reference.—Annual Statement, No. VI (*a*) Provincial Birth and Mortality Infantile Statistics.

Infantile Mortality. Reference.—Report on the Public Health Administration, para. 14, Statements IV and IV (*a*).

In Rangoon town, birth and death registration is under the Rangoon Corporation. There are birth registration depots. It is the duty of the parents to register birth. If any birth is found not to have been registered the parent is liable to be fined. There are inspectors of Health Department who are supposed to check registration. With regard to other towns and districts, paragraphs 6, 7 and 10, Report on the Public Health administration may be referred to. It is evident that systems prevailing are not uniformly satisfactory.

30. *Sickness Insurance.*—(*iii*) (*a*) *Difficulties arising from non-acceptability of Western Medicine and paucity of Medical Men.*—Schools and Colleges of medicine and surgery teaching indigenous medical science and homeopathic system should be encouraged by Government. When the Boards of such schools or colleges are formed of well known indigenous practitioners the schools and colleges and their diplomas and degrees should be recognized. (*b*) Medical men passing out from such institutions should be subsidised to attain a minimum income of Rs. 100 per month. The scale of their fees should be fixed. Bills charged should be registered and inspected to see that the people are not fleeced.

As regards sickness insurance. Medical examination by such men should be accepted as also treated by them.

23. (*iii*) *Working Conditions.*—At work places. Generally satisfactory.

(*iv*) *Dietary.—Reference* paragraph 47 of Report by Mr. J. J. Bennison, I.C.S.

(*v*) *Physique.*—Good.

(*vi*) *Effects of disturbance of sex ratio in industrial cities.*—Very great as pointed out in answer to question No 22.

(*vii*) *Relation between Housing and Mortality.*—We are of opinion there is a close relation in industrial labour between housing and mortality in Rangoon. Corporation of Rangoon Health Reports and Health Committee Reports may be consulted.

24. (*i*) Only four firms provide medical facilities.

(*ii*) In Rangoon. There is one Government Hospital, but Indian labour does not go there to a very large extent.

In other centres.—Government has hospitals and dispensaries, but these are insufficient each having to deal with very large areas and large population.

See Public Health Report and Report on Hospitals and Dispensaries.

Reference.—Statement B, page 40.

(*iii*) *Rangoon.* There is the Rama Krishna Mission Hospital n Rangoon which has the largest number of labour patients treated yearly. It is carried on by public funds supported by Government and Rangoon Corporation. The Rangoon Corporation has dispensaries which are generally used by poor class of people. All these facilties are not sufficient for Rangoon.

(*iv*) Maternity shelters are provided by Infantile Welfare Society in which there are women doctors. Dufferin Hospital is also a hospital for women.

Rangoon Corporation has lady doctors as Inspectors to examine houses, schools and give general advice to women. Midwives are trained but their fees and paucity in number does not enable the labouring classes to have the advantage of their services except in maternity shelters. Unqualified dais are generally dying out.

25. (*i*) Reference.—Hospitals and Dispensaries Report for 1926-28, paragraphs 20, 21 and 22.

(*ii*) By women.—Refer above report, Statement " E ", 1926-28, pages 68 and 69.

26. (*i*) Corporation and Municipal rules enforce sufficiency of latrines except in tenement houses. (*ii*) Drinking water.—In Rangoon and generally in Burma ample supply of water is a difficulty. But, generally speaking both, at work and at home, water is supplied either through pipes or from wells or rivers. In many upcountry towns water is bad. Refer to Public Health Report. Outside of Rangoon better attention needs to be paid to the sterilization of water.

(*iii*) Bathing and washing.—Generally speaking it is sufficient where water is laid on. Outside of Rangoon in many places rivers are used for this purpose.

27. (*i*) There is a Provincial Public Health Board but it does not concern itself with labour requirements.

(*ii*) Nil so far as we know.

(*iii*) In Municipal towns, inspection of health condition is seen to by the Municipalities. Otherwise by the Chief Inspector of Factories. Greater powers are necessary for officers to enforce that not only the houses should be of a sanitary nature but also that the surroundings should be sanitary.

29. (*i*) Prevalence of Industrial Disease.—None that we know of.

(*ii*) Prevalence of Cholera, Malaria, Hookworm and other Tropical Diseases.—Reference.—Statement C, pages 57, 58, 59, 60, 61, 62, 63, 64 and 65.

Infectious Diseases,—Statement D, pages 66 and 67 of the Triennial Report on the Hospital and Dispensaries in Burma for the year 1926-28.

Reference.—Graph at the end of Public Health Committee Report.

In Rangoon —Tuberculosis and Respiratory diseases.—Reference Paragraphs 15, 16, 74, 75, 76, 77, 78, 93 and 126, Public Health Committee Report.

Page 74, Public Health Committee Report.

Statement No. 5, page 148, Public Health Committee Report.

Statement No. 12, Public Health Committee Report.

Diarrhœa and Dysentery.—Paragraph 18. Statement No. 8, page 150 Public Health Committee Report. 14·59 per 1,000 in 30·30 sq. miles.

Small-pox.—Paragraphs 100, 101, 102 Public Helath Committee Report. Statement No. 2, paragraph 146, 147 Public Health Committee Report. Statement No. 4 Public Health Committee Report.

Hookworm.—Paragraph 103 Public Health Committee Report.

Fevers.—Paragraphs 104, 105 Public Health Committee Report.

Plague.—Statement 1, pages 142, 143 Public Health Committee Report.

Statement 3, page 148 Public Health Committee Report.

Cholera.—Statement 2, pages 144, 145 Public Health Committee Report.

Statement 3, page 148 Public Health Committee Report.

Extract from written statement of Lieutenant-Colonel R. Kelsall, page 66, Public Health Committee Report.

Tuberculosis—

Reference. Memorandum submitteed by Dr. K. R. Dalal, L.M. & S., D.T.M., D.P.H., Health Officer, Corporation of Rangoon, Appendix D, page 119, Public Health Enquiry Report.

Diarrhœa and Dysentery.—Pages 120, 121, 122, 123 and 131.

V.—Welfare.

32. (*i*) In the case of some companies playgrounds and clubs have been provided but these are for the staff and particulary so for European and Anglo-Indian staff. Hospital is provided by the B. O. C.

33. *Employment of Welfare Officers and Workers.*—Nil.

34. *Other Welfare activities.*—Nil.

36. In some European concerns, like the B.O. C., attempt has been made to provide some facilities. But looking to the large labour force, it is insufficient, particularly for Burmese and Indian labourers' children.

38. Co-operation is very desirable and perhaps is the one way of making labour self-reliant. It is possible however only for this to be started in the labour of the same type of industry and lodged together or in a mass of labour even employed by different industries, but lodged together or in different areas in batches. In industries like that of the Burmah Oil Co., Limited,

Indo-Burma Petroleum Co., Limited, British Burma Petroleum Co., Limited and other Oil Companies, The Burma Mines, The Bombay Burma Corporation, The Railways, Electric Tramway and Supply Co., Steel Brothers Saw Mills and some Rice Mills, Adamjee Hajee Dawood's Match Factory, labour, though migratory to some extent, is still fairly permanent and is lodged by the concerns in fairly compact bodies. The system of co-operation has fairly good chance of success. Three things however militate against the movement, not necessarily jointly in each concern; these are —(1) the fear of the employers of the effect of a co-operative movement amongst labourers through the recognition of co-operative strength by the labouring classes; (2) The system of maistries where employed by concerns also militates, in fact makes it impossible for a real co-operative movement amongst the labour under him, or amongst labour jointly under several maistries. The reason is that under the present system labour is dependent. and kept dependent, on the maistry who is the centre of that group of labour. Co-operative system in the sense of cooking all the food for a group is in force to a certain extent where the labour is lodged by the maistry, but the payment for the food is made to the maistry and not a central organisation of that group. The maintenance of a co-operative store for a group or groups becomes impossible as where possible the maistries or contractors open shops or give supplies and thus make a further profit on stores supplied. (3) The caste system amongst Indians, it is said, comes in the way to some extent against co-operation, but it seems to us that this would not be a hindrance in putting up co-operative stores for food or other necessities of life, nor would the larger question of religion come in its way.

VI.—Education.

40. We have to say that there is no particular " Industrial Area " as such in Burma. We will therefore give general information with regard to general education.

(*i*) *Of childern not in employment.* Reference, Hartog Committee Report—

Table XX, Chapter IV Hartog Committee Report.

Percentage of population of school-going age who are receiving primary instruction—

	Boys.			Girls.		
	1917	1922	1927	1917	1922	1927
Burma	28·2	20·9	23	14·0	12·3	18·4

There are no areas under compulsion.

In Rangoon Circle there are 65 Public and Private schools. Public schools being those which are aided by Government or by Education Boards. The total attendance being 7,344. The Public schools numbered 52 with attendance of 6,644 and Private schools 15 with 700 pupils.

Tamils and Telugus.—There were 10 Anglo-Vernacular schools with 3,572 pupils and 34 Vernacular schools, with 2,551 pupils. There were eight private schools with 551 pupils. We regret we cannot give closer information.

(*ii*) *Of Children employed in factories.*—We understand the Burma Oil Co., Limited have some such schools.

(*iii*) *Of Adults.*—We understand that no Government or private industrial agency has any school for the education of their workmen. There were four private night schools and twenty recognised night schools. There are two or three large and well managed shcools, particularly the Khademul Islam night school. Information is not available as to how many cater for Tamil and Telugu or Oriya communities. There is no serious movement with regard to introduction of compulsory education even in defined areas. So long as this is not done—and it is possible to have compulsory education in defined areas in Rangoon—so long educationally the masses must remain in a very backward stage.

41. Government has opened the following :—

(1) Training School at Amarapura. (2) Pottery and Works at Insein. (3) Lacquerware Technical Institute for training of Civil Engineers and Mechanical Engineers. (4) Rangoon University Engineering College.

42. Education has generally not so permeated the labour class as to have any marked effect on standard of living or efficiency of work. Even if education had permeated the masses, the system of recruitment and lodging and general condition of living would prevent any advantageous effect on standard of living or efficiency of workers. Expenditure on intoxicants or narcotics and doctors' fees for venereal diseases raises the £ *s. d.* value of standard of living but reduces efficiency of workers; however those who come into touch with town and Industrial life, their requirements grow, and they have the desire to live in a better manner; but the system of lodging and general conditions, with no opportunity for getting away from the usual atmosphere in which they live and work, prevent expression of latent desire. It is not uncommon for labourers to rise gradually to a gang maistry or maistry; and as he rises one clearly sees the difference in his dress, and his demeanour; and in his house, his furniture, etc., show that the latent desires are given expression to in practice. To think, as so many do, that a coolie is a coolie whether he as money or not, is not so. He has the same capacity to rise, and in rising, maintains his dignity as

any other person of any other race. It has been noticed that men who have received education are more self-reliant and understand their responsibilities. In all Engineering Colleges and Schools and Technical Institutes one of the subjects of study should be problems of labour, methods used in dealing with them in other countries, particularly with regard to Health, and welfare work. A test in first aid should also be required.

VII.—Safety.

43. Saw Mills circular saws should all have protecting guards on them. More guarding of all belting in all factories is necessary. Serious offences against Boiler Acts causing injury to labourers are treated too lightly. All factories with over 30 men working in it should have qualified Engineer in charge of the whole machinery. At present the Tindal, who is really in charge of the engine, has to look after the engine and also after all the machinery, except in large concerns.

44. Reference. *Report of Inspector of Factories.*—Appendix B.

48. In most of the factories some medicines are kept. But the knowledge of "First Aid" is most lacking. First Aid as is understood is not known by either the proprietors or the tindals in the mills as a rule. Medical relief is even less obtainable by the labourers except in some few large firms. In concerns where doctors pay visits or remain on the premises, labourers receive least attention.

49. We would like to see much greater stringency and enforcement of regulations. There is a deplorable lack of sympathetic understanding on the part of officers, who are not primarily employed in factory inspection. Factory owners being rich people generally with great deal of influence seem to be able to defy regulations. This is proved by the fact that even returns for the purpose of the Workmen's Compensation Act are not submitted properly, and officers in the districts do not take steps against the defaulters. It can be well understood how the factory owners then would be able to get over regulations, which are enforceable by district officers.

VIII.—Workmen's Compensation.

51. *Workmen's compensation Act.* (*i*) Extent of use.—This is not understood as yet, and full advantage is not taken of it. It should be translated in all languages and sold at nominal prices.

52. Suggestions.—We suggest that the following trades be brought under the Workmen's Compensation Act. (1) Inland Vessels of all types: (worked with mechanical powers and with out mechanical power, but excluding sampans, and vessels in which there are less than two persons.) Our remarks under Factories Act apply to this also. Further we have to add that a number of fatal accidents (or otherwise) occur in this trade which employs a large number of workmen. There is no justification for keeping workers out of the benefit of the Act.

(2) Lime Kiln.—In the preparation of lime kiln a good deal of heat is generated and workers do suffer therefrom. We therefore suggest that it is a suitable trade to be brought under the Compensation of Workmen's Act.

(3) (*a*) P. W. D. and Railways.—In the localities where new roads are opened out, and new rail track laid, it is generally very unhealthy, and a very large number of workers suffer from malaria, dysentry, etc., the water supply and housing conditions are generally very bad. It does not seem to us therefore that there is any difference in a worker getting ill in a known locality, and in a trade which may create Industrial disease. We therefore strongly urge, that in these trades, workers should receive compensation for illness contracted during the period of work in the locality.

Group III. Persons (other than labourers) employed in maintenance of roads and bridges.

Workers and Dependants.	Workers.	
	Males.	Females.
4,606	1,703	211

Labourers associated with Group III.

Workers and Dependants.	Workers.	
	Males.	Females.
50,210	26,247	6,023

(5) P. W. D. and Railways (Roads and Rail Road Construction).—In these the danger of accidents is also great, and therefore we press that these be brought under the Compensation Act.

(6) Timber Extraction from Forests.—Most of the camps in the forest are malarious; water supply in most places is unsatisfactory; housing is also unsatisfactory. This trade is dangerous and many cases of sickness and accidents take place, but the workers get no compensation.

(7) Brick Fields.—This is an industry of considerable importance in Rangoon, and a large number of workers are employed therein. Conditions are unhealthy, and a number of accidents happen.

Group 56.

Workers and Dependants.	Workers:	
	Males.	Females.
12,629.	6,517	1,872

(7) Motor Drivers, Bus Drivers, Lorry Drivers (of private cars and for hire).—This occupation is extending rapidly in Burma. There are about 20,000 motor cars. Accidents are many.

(8) Liftsmen.—This is an occupation in which comparatively few men are engaged, but accidents do happen.

(9) Workers on ships are sometimes gassed going down the holds of the ships, owing to special types of material brought as cargo. Some have actually died. We understand Compensation has been paid.

(10) Doubtful Points.—We are in doubt whether, (*a*) Chapter I. " n ", labourers, like those employed by day in wharves and docks or on Railways for loading or unloading of goods come under the Act. If they do not then we would most strongly press for their inclusion in the Act.

53. *Conditions Governing grant of compensation.*—(*ii*) The Workmen's Compensation Act 1923 (as modified up to 1st July, 1929). Section 3 (1) b (*ii*) and (*iii*).

If any of the Acts are performed as necessary to the carrying out of the usual work, owing to negligence or any act of the employer, and this be proved by the workman, the provision should not apply.

Reasons.—Lubrication of machinery, when the machinery is in action. Very often the employers do no shut down their machinery, working continously for twelve hours and over. Though notice may be put up not to lubricate the machinery during action, lubrication becomes necessary, and shafts and machines are oiled whilst in action to the knowledge of the employer.

Section 10.—In Burma the limitation of six months may be extended with advantage as very large number of industrial labour is at present from India, and consequently mostly the dependents are in India. Correspondence between the employee and the Insurance Company also creates a great delay.

Section 30 (1).—First proviso.—No appeal is permissible unless a substantial question of law is involved in the appeal. We would point out that even in common cases, in Civil Court, appeal is permitted on point of facts as well as point of law. We submit that it is possile for an error in appreciating facts on the part of the Commissioner. We would therefore ask that an appeal to the High Court may be made possible on point of Law, as well as facts.

IX.—Hours.

Factories.

55. Generally there is not much complaint of hours worked more than 60 hours per week except in some special classes.

61. With regard to this there is a great deal of complaint about the mills in the district. During the busy season mills are continously worked for many days without a weekly holiday. We suggest that the Rice Mills should be brought under the strict rule of 60 hours a week, and also for weekly holidays. Generally in other factories rules are observed. We do not press for a reduction of hours, but we do press for much greater supervision; and stringency for making the factories observe the present rules. Fresh improvements by rules on paper serve us little. We would point out that there are no statistics available of the hours worked by the factories, and the number of days of rest given by them.

Suggestions.—Daily muster of workmen showing hours worked for each worker should be maintained.

62. Rice Mills.—Hours of work.—The Rice Mills have been exempted from the ten hours day rule, provided they do not work more than 60 hours a week. In Rangoon the mills stick to the rules generally except that in the busy season they do drive their men hard occasionally. But in the districts we are informed that the mills do not stick to the 60 hours week, and continue for long stretches weekly.

X.—Special Questions Relating to Women, Young Adults and Children.

Factories.—The industries in which women are employed in Burma are :—(1) Oil Refineries, (2) Match Factories for filling boxes, making up boxes and pasting labels and on box making and labelling machines, (3) Cotton ginning for cleaning cotton. All these are generally Burmese women.

Nos. 1 and 2 give regular work. No. 3 is seasonal. (4) Women are employed in Rice Mills, generally for spreading boiled rice. These are generally Indian women.

(82) *Admission of Infants to Factories.*—In 2, 3 and 4 children are permitted. Rules are not strictly observed in 2.

83. There does not seem to be any occasion to change the present rules.

84. Unless compulsory education is introduced no change is needed.

86. In the workshop and engineering works facilities are given for apprenticeship to a few but those selected are not from the labour but middle educated classes.

XII.—Wages.

96. (*i*) We have given in tabulated form the incomes of labourers in some of the different industries as stated in the Report on the Enquiry into the Standard and Cost of Living of the Working Classes in Rangoon by Mr. J. J. Bennison, B. A., I.C.S., under Housing. We have to say that those incomes are not correct, because evidently the income per month has been calculated on the daily wage. But we have to say that labourers working in Rice Mills, paddy carriers and rice bag carriers get regular work during a certain number of months in a year, and erratic working for a few months, and no work at all for some months. The working would depend on individual Mills, but generally from January to April, the work is regular; from May to August irregular and from September to December most of the Mills are closed down.

As regards coal and salt carriers, stevedore labourers, they get 10 days average work in the month; the wharf labourers get about 20 days work in the month. The Rice Mill labour goes out to seek some agricultural or outside work when the Mill is closed down. What their earnings would be it is impossible to calculate. The shipping labourers, when not required to load or unload ships, go out into the town to get whatever work they can pick up. It is impossible to say what such earnings would be.

In each Industry even of the same type there is a very great diversity in the payment of workers of the same type of work—particularly so in factories. We append a table compiled from the annual Reports on the Working of the Indian Factories Act in Burma. This will clearly prove our point.

We are of opinion that the system prevailing in Burma is defective, and in the absence of Trade Organisations Employers take great deal of advantage of the workers.

98. It is almost impossible to say what amounts the Tamil, Telugu and Oriyan labour send to their villages. But the report of Mr. J. J. Bennison, in which figures of earnings and expenditure are given, has given a very false impression that the earnings of the labourer is fabulous. Under question (96) we have already shown to what extent these figures require correction. For instance the stevedore labour now gets Rs. 1-12-0 per day. We state that the average working for the year is not more than ten days in the month, or that that labour does not earn more than Rs. 17-8-0 per month of ten days from working as a shipping labourer. He may earn another Rs. 10 from other sources of labour, making in all Rs. 27-8-0 whilst Mr. Bennison puts it down to Rs. 32-6-4 per month at the previous rate of Rs. 1-8-0 per day and on this basis he makes it out that he sends out Rs. 7-2-8 or 22·1 per cent. of his income. (Reference Table XXVII, page 157.) This we say is fallacious and gives a very inflated idea of the labourer's earnings. We may again give an example of the rice bag carrier. (Reference Table XXVI, page 156.) His income is taken as Rs. 37-3-11 per month. But the months he receives no work are not taken into account. Again, though Mr. Bennison says that a good many deductions take place before the labourer gets his wages, yet these deductions do not find place on the expenditure side. Therefore it is clear that the labourer could not save Rs. 11-3-1 or 30·2 per cent. of his earnings per month to be able to send to his village in India.

Taking all these factors into consideration we are of opinion that Rs. 50 to Rs. 75 per year would be the most he could save per year. As regards the Hindustanis, we would place the amount of his savings (except Durwans employed in Rice Mills, whose pickings it is not possible to calculate) would also be sending about Rs. 50 to Rs. 75 per year.

The Chittagonian labour, except the Tindals, also range about Rs. 55 to Rs. 75 per year.

96. Those employed as unskilled labour in factories would get on an average about Rs. 22-8-0 per month.

105. For the above reasons, and further that the statement is made in some quarters that Indian labour accepts a wage uneconomical to the Burmese workers, we are strongly of opinion that it would be in the best interest of workers and employers if a *minimum wage board* were to be established in Burma.

Suggestions.—In Rice Mills very often the work is commenced late in the day—and ten hours are counted from the time the work is begun. For instance, if work is begun at 12 noon, ten hours would be counted to 10 p.m. We therefore suggest that for permanent staff—

(1) Time suitable to each factory be fixed and (2) The day wages should be counted to 6 p.m. and after that wages at the rate of overtime be paid.

106. *Deductions.*—This has already been stated under Recruitment. Fines are imposed in some concerns. From enquiries made these do not seem to be normal but information is

not fully available, as workers seem to be afraid even to give information. The fines in the Government Press are extraordinarily many. This was one of the reasons for the Government press workers going on strike.

(iv) Unless the full extent of fining is known, we are reluctant to advise legislation. But the case of the Government Press seems to show that either rules should be changed, or some sort of legislation would be necessary to stop such continuous fining.

108. It seems that considerable number of labourers are in constant state of indebtedness to maistries or sub-maistries as stated under "Recruitment". Indebtedness arises also out of non-receipt of wages monthly.

109. No bonus is paid to factory labour, except paddy carriers in Rice Mills. Neither is there any system of profit sharing.

110. In some few large concerns there is a system of leave, and also in the Port Commissioners. But there is a great deal of complaint made with regard to these rules not being followed. In most cases leave is only granted on medical certificate and great deal of manipulation follows. We would strongly urge leave rules should be so made that a labourer, skilled or unskilled, or persons on the staff be enabled to obtain leave without medical certificates. As regards labour, if a certain number of months were granted every three years, it would be more permanent and it would be to the advantage of the employer.

XIII.—Industrial efficiency of workers.

113. We believe that efficiency of two labours can only be compared if they are given equal conditions of management, machinery, conditions of work and treatment, wages, hours of work, conditions of living, education, and climatic conditions. We are of opinion that hardly any province or any country has used its labour in a more callous manner than has been the case in Rangoon. Yet the efficiency of the shipping labour is good. The paddy carriers and bag stiching labour is satisfactory. The wharf labour is good. The labour working in timber yard is intelligent and industrious.

The Oriya labour is well known for earth work; the Pathan labour for stone blasting and quarrying; the Hindustani as a Durwan for his honesty. Each provincial labour has secured for itself a particular type of work and is represented in Burma. Physically built light, it is still strong and wiry, with the capacity to fit itself in almost any condition of work. The record of Indian labour in Burma as in Kenya, is a record of which any labour may well be proud of. It has opened the Railways and the Forests, the Telegraph and the Post; it has opened the jungles and turned it into fine agricultural lands; it has navigated rivers uncharted. In fact on every side one sees the work of Indian labour. On every side, in every work, the foundation is built on the bones of Indian labour. Thousands and thousands have died, and yet the work has been carried on to completion.

In the factories it has adapted itself to all conditions which arise, particularly in the case of nascent industries. It has advanced with the advancing conditions of machines. And yet, when the condition in which it lives, the food that it eats, are taken into account, the wonder is that it has achieved what it has achieved. We believe that the very fact that Indian labour has been a migratory labour has helped Burma. The labourer after strenuous work goes back home; a fresh labourer replaces a tired one; and so the strength of labour even under the present conditions has been kept up. Had the labour been non-migratory it could never have kept up its vigour under these circumstances. We are bound to say that Indian labour has worked on a good standard.

115. (i) The main industry of rice milling is not affected, because no change in working hours has been made. In the other industries no appreciable difference is apparent at present. We have mentioned before that owing to the influence of factory owners they can break the rules freely. In rice mills, particularly during the busy season, weekly holiday is often not given.

(iii) Expenditure on health, sanitation and housing may not increase the production in rice, saw, oil and cotton ginning mills because of their machinery and system of working. But it would insure workmen remaining in Burma longer with better health and thereby give the industries men accustomed to work on certain types of machines who would not have to be changed frequently on the ground of ill health and discontent.

(ix) We believe that the conditions in which labour is lodged and its environments without any relief in the daily drudgery of work without any family life, are conditions best fitted to create alcoholism and drug habits. The constitution, worked to its utmost physical capacity and revived temporarily by the use of alcohol or physical exhaustion soothed by the use of drugs, must give way. Weakened in this dual manner it is no wonder that a very large number of labourers fall an easy prey to disease and death. In time these conditions tell on the constitution and the vigour of the labourer decreases until he himself leaves the country either homewards or heavenwards.

According to the League of Nations opium sold for medicinal purposes should be the medium. But in the Delta and in Akyab and in Mergui and Tavoy where opium is sold

on the ground of Malaria, the usual opium is sold. We would give a quotation from the written statement of Dr. Dalal, Health Officer of the Corporation of Rangoon, submitted to the Public Health Enquiry Committee. Reference para. 6, pages 114 and 115.

Under such circumstances and knowing the circumstances of labour intimately we can say with knowledge that the capacity of workers is affected very much adversely and state that if the Honourable Commission would recommend the stoppage of this evil, the Commission will have conferred a boon on labour which would be remembered ever after. No reform is more required than with reference to alcoholism and drugs. The shops are open from morning till night.

116. (1) Support of the Government to industries and purchase of their articles, leading to a margin of profit, to enable industries to increase wages and doing all that which is done for labour in America and other large industrial countires. (2) Good homes to live in. (3) An increase of wage sufficient to enable a change of their mode of living which would create a self-respect for themselves. (4) To create some interest in their life except that of earning an amount sufficient to eke out an existence. (5) Recognition of good work by promotion to higher grade and better amenities than given to workers in factories at present. (6) A mixing of the higher officers with the labourers on a friendly footing. (7) Creation of a taste for healthy recreation wherever possible. (8) A direct heart interest in the well-being of workers by officers. (9) Health lectures whenever possible on the evils of drink and giving every help to health workers or temperance workers to use all legal means to wean the workers from habit of drink and narcotics even through peaceful picketing. (10) By introducing a system whenever possible of piece work with an increasing graded bonus system based on production. (11) Competition of workers of a department and prizes for same. (12) Appreciation of good work, good attendance and good conduct.

XIV.—Trade Combinations.

117. (i) Employers. European Chamber of Commerce, Burmese Chamber of Commerce, Indian Chamber of Commerce, Chinese Chamber of Commerce.

(ii) Employed.—Many organisations in the past sprang into being mostly as some specific grievances became intolerable and almost in every case the coming into being of such an organisation was followed by a strike. Most of the older organisations died, because of non-cohesion amongst the members, absence of organisation, and the ability of employers to prevent formation of or breaking up of such associations.

The living organisations are (1) Labour Association. (2) Taxi Drivers Association. (3) Bus Drivers Association. (4) Kisan Sabha. (5) Postal Union. (6) Telegraph Union.

118. (i) As stated under question No. 116, the older organisations mostly came into being because of some specific grievances followed by a strike. Even if the strike was partially successful the combinations died generally because of action taken against ring leaders leaving no particular effect on industry except in so far as the demand for higher wages or better treatment were granted. In a country where the spirit is dead, occasionally a few men may arise to organise an association. As soon as these men are removed from service, the association lacks in organisation and spirit and dies.

(ii) Even the short-lived combinations as stated under question (116) have left lasting benefits as regards conditions of workers of those trades, and those living yet are generally showing substantial effect. The effect on the condition of workers would have been much greater had vested interests not so strongly been opposed to such organisations. As example we may mention the associations, however short-lived, which have left their mark on the workers of the respective trades.

(1) The Burma Railways Menials Association. (2) The Labour Association containing the workers of the Irrawaddy Flotilla. (3) The Burma Oil Company Workers Association. (4) The Coachmen and Syces Association. (5) The Dockyard Workers Association. (6) The Rickshaw Pullers Association. (7) The Taxi Drivers Association. (8) The Printers Association.

120. (i) So far as we are aware there is only one Registered Trade Union in Burma—the Taxi Drivers Association. In about 1927, the Taxi drivers and owners found that the police was very hard on it and great deal of harassment of Taxi owners and drivers was alleged at the hands of the police; the second main reason was that the laws which were enacted to regulate the Taxi drivers were too stringent, and fell hard on the Taxi trade. The third was that laws with regard to payment of fares by passengers were not satisfactory. In consequence of these troubles the trade formed a Union of Taxi Owners and Drivers. Although the Union was registered under the Trade Unions Act, correspondence with the police proved that the Police Department did not wish to take notice of the repeated letters and reminders sent to it, till a strike resulted, inconveniencing the public and bringing a big loss to the trade. Though the strike was entirely peaceful, the police tried to break the strike by creating split and by overawing the strikers by bringing cases against individuals and some innocent men had to suffer. The great misfortune in this country is that police is very much supported by the magistracy, as the

general idea prevails that the worker is as a rule a liar. It may also be stated that it has been the experience of the Union that the police, particularly those below the rank of Deputy Superintendent of Police, were far harder on the members of the Association than on those of the trade who kept out of the Union. Naturally this has tended to bring a split amongst the members. The Union gives badges to its members. Those who wear these badges were special targets of police attack and consequently the members, instead of being helped by the badges, received more harassment and preferred to keep the badges in their pockets. Although the Union has pointed out that large number of unregistered taxis ply against the registered taxis the police has not taken sufficient notice. But against all these odds the Union has made an effect and conditions have improved but, unfortunately, this very improvement becomes the cause for slackness of the members of the organisation. The greatest difficulty in these Unions is to get leaders amongst the workers who would command respect.

(ii) The attitude of the workers is at present very disappointing. Through constant worry and inability to take legal steps against illegal harassment, the members are discouraged. They find that a non-member has at present greater advantages forgetting that that position is temporary and that if they hold out success is in sight. But knowing fully the amount of harassment the men had to undergo, we think the Union has done well in existing under the present circumstances. They have complete control though the president and vice-president do not belong to the trade. They are only to guide them, but the initiative always comes from members. We append the rules and regulations of the Union.

(iii) In this case the Union as pointed out has grievance against the Police. There is complete unanimity amongst the owners and the employed and it is just as well that it is so, otherwise a combined fight could not have been carried on against the police.

121. (i) No effort was made by the Government to bring this Act (Trade Unions Act, 1926) before the workers. It was not translated into any vernaculars, at least it was not available in any but the English language in Burma. Very few persons know anything about it and certainly labour had no idea of it. The formation of trade unionism amongst the workers of large concerns is looked upon with great suspicion by the European and Indian employers and by the Government as well as being a move to create disaffection amongst the workers against ruling conditions and as against the concerns and generally those who take up this type of work are shadowed by the Government Criminal Investigation Department as political workers of the most dangerous type. Large concerns, some of them, have formed their own labour organisations. In their own way they are doing good work. But the essential advantage of trade unionism is lost because the worker never feels himself to be an independent man and does not learn, even by his own mistakes, the lesson of co-operation. In fact he feels his incapacity to do anything for himself. Further, the labour organisations of large concerns, however good and kind they may be are good and kind and naturally patronising which means that the labourer has little say in the matter. The labour organiser is the soul of the organisation, relied upon fully by the company but perhaps he does not command equal confidence of labour. From the spirit of a paternal attitude to a patronising attitude and from the latter to a domineering attitude are but two small steps, which a labour organiser steps down unknowingly. It is a fact that large companies where trade unionism could flourish prefer to have their own labour organisation and would go a long way to prevent trade unionism taking the place of their own labour organisations.

In fact they hate the name of Trade Unionism and will not have it if they can help it. As pointed out under Trade Organisations, any labour leader who tries to organise any association of labourers is dealt with mercilessly and thus the spirit of leaders is killed out. Many of these large concerns are far from towns and being in a secluded position it is not possible to obtain outside help. To the organisation of trade unionism the shifting nature of the labour is also in some trades a drawback.

(iii) It has been utilized only in one instance and in the case of Taxi Drivers Association and in this the result was not happy, as the members of the Union had to undergo a great deal of persecution and members, instead of taking a pride in their membership, rather hid it from the gaze particularly of the police. So long as Government does not change its attitude towards labour problems so long trade unionism cannot be promoted. In one instance in the strike of Irrawaddy Flotillia Co., Ltd., the strikers requested the Government to intervene. Government took no steps to settle the strike. The strike broke and the Government paid a loss owing to the strike to the Company though Government was not liable to pay for the losses according to their agreement with the Company.

There is another point also which militates against Trade Unionism and that is lack of competition in many of the chief industries in Burma. Monopoly of any trade or industry makes workers slaves of such companies. They cannot go out to work for any other company and the workers must accept such terms as offered and must remain in a condition in which such company wishes them to remain in.

In one instance, the Printers Association desired to form a trade union. Members of this association are also workers in Government Printing Press. Application was made a year ago. Reminders were sent to Labour Bureau; a reply has lately been received in the negative.

122. (ii) As pointed out there is only one trade union and its fight lies with the Police Department. The department is most unsympathetic.

(iii) We have no hesitation in saying that the state industrial concerns are quite hostile to the trade union movement. We may as an example mention that the employed in state industrial concerns are so dominated that they are not willing to come before this Hon'ble Commission to give evidence although we are well aware that they have grievances. This utter helplessness and fear has been created during the strikes which have taken place in some of the state industrial concerns like the Burma Railways, Port Commissioners, Government Printing Press.

In the Burma Railways there was an association; a strike took place. It was broken; leaders were severely punished, the association died.

The whole attitude of the Government of Burma has been inimical to trade associations or organisations and during strikes, etc., its attitude has been inimical towards labour, because in many cases the strike was against large European concerns which wielded great power.

The workers in the state industrial concern being well aware of this are naturally afraid and no one will dare come out to form a union. Such a man would receive short shrift from the manager or superintendent of the industrial concern.

To give a recent example; strike took place in the Government Press. The workers appealed through their Printers Association to the Government to appoint a conciliation board after the strike had already lasted some weeks. Government refused to appoint a conciliation board saying that it was not certain that conciliation board could be appointed to settle a dispute between workers and a state industrial concern. It also stated that in fact rules for such a conciliation board were not ready and thus forced the strikers to accept a one man (Government man) arbitration. But immediately the shipping dispute between Burmese and Telugu labourers and the stevedorers arose, conciliation board was appointed.

If the state had the least desire to help their workers we can assure the Commission that there would have been quite a number of labour unions.

XV.—Industrial Disputes.

123. The following strikes have taken place in Burma.

(1) Yenangyaung Oil Fields.—Burmese Labour.—They put forward grievances for hours of work, and general conditions of employment. The workers were far from Rangoon, and there was no person to advise them. A few prominent leaders who happened to be political leaders, went to Yenangyaung to do what they could for the workers. Because of their going there, it was made out that politics were involved. Police was let loose on Yenangyaung, and workers were put back into their proper place.

Since then the Yenangyaung Oil Fields Police Act was passed. It is attached herewith. Since then peace and quiet prevails there.

(2) Strike in the Refineries B. O. C. Syriam.—Grievances had been put forward several times which were summarily rejected. An arbitration board was appointed eventually deciding the dispute. It lasted considerable time.

(3) Burma Railways strike.—A large section of the Burma Railways was dissatisfied with the terms of employment. The workers made several attempts to get their grievances redressed. The management gave no satisfaction. The workers went on strike. It lasted a considerable time. Government, as usual, did not concern itself. The strikers could not hold out, and surrendered at discretion. Quite a large number of workers received punishments, sufficient to so break their spirits as not to enable them even to give evidence before this Commission.

(4) Irrawaddy Flotilla Co., Ltd.—Their men working on all sizes of launches had grievances. These were pressed again and again in the shape of petitions, without any result. Eventually the workers downed tools. Many efforts were made to get the strike settled. At public meetings Government was called upon to mediate, with no result. In the meantime the employers engaged some black leg labour. The strike lasted four or five months, the workers eventually went back poorer and wiser men—employers were paid a considerable amount of money by the Government for their losses, though the agreement did not entitle the Company to receive losses. Some letters had however been exchanged, and on the basis of those letters Government felt bound to pay the losses to the Company.

(5) Rangoon Electric Tramway Co., Limited.—Tram drivers strike. These men had general grievances, and after several petitions for redress of grievances, which were as usual rejected, they struck.

(6) The Government Printing Press.—The workers had memorialised to the Government on several occasions, without redress. Eventually they went to the Superintendent. The Superintendent says they were defiant and disobedient—the workers went on strike. Thes trike lasted neatly 60 days. Government was approached at an early stage to appoint a Conciliation Board—but did not; we are told the reasons for not appointing a Conciliation Board, was that Government was not sure whether it could in such circumstances appoint one, and the other

was that rules guiding conciliation board were not ready. Eventually it was agreed that Government should appoint the Labour Commissioner as arbitrator. Mr. Page knew nothing about the very intricate accounting system of wages, and no one could be found with sufficient knowledge of the trade to repesent the workers. Consequently an outsider had to do the best he could, on behalf of the workers and we are glad to mention that he was a Burmese gentleman. We are not aware of the award made.

(7) Dock Labourers strike, 1920.—There was a strike and no increase was obtained, for wages which had not been increased for some seven or eight years.

(8) (*a*) Rickshaw pullers strike, (*b*) Hand cartmen's strike, (*c*) Taxi drivers strike.—These strikes were against regulations framed by Government Department. Representations had been made without avail. Strike followed. In most cases some advantage was gained.

(9) Shipping labour strike, 1930, May.—We append the Report of the Enquiry Committee. We do not touch upon the riots, as we are concerned with the strike and the results. We maintain that the strike should never have been prolonged to the extent it had been. Government took no notice of the strike—according to its usual procedure. The strike was prolonged to break the workers, and for that purpose other labour was employed.

124. Conciliation Board.—We have stated under (123) that in the case of the strike in Government Printing Press, Government did not appoint a conciliation board, because (1) Government did not know whether it could and (2) Rules were not ready.

(1) We desire it to be made quite clear in the Trades Disputes Act that that act applies to workers employed in any Government or semi-Government, or public concerns.

Shipping Labour Strike.—The Conciliation Board was not appointed till the matter had assumed very grave proportions, and hundreds of men had been injured.

So far as we know no rules guiding the Conciliation Board were ready when it was appointed; nor are they now, so far as we know.

(ii) Official Conciliations.—The chairman and Secretary of the present Conciliation Board are officials. The arbitrator in the matter of the Government Printing Press was an official. No other part has been played by them in any other strike.

Non-Official Conciliation.—In the B. O. C. strike non-official arbitrators were appointed.

In all the other strikes public spirited persons have tried to bring about settlements, but the Companies generally have been obdurate, always bent on giving a lesson to the Labourers; occasionally persons who have been mediating have come in for a share of that lesson for meddling in their affairs.

XVII.—Administration.

133. Till now the labour employed in industries has been mostly Indian. The interest of the provincial legislature on labour questions was shown only four times in recent years.

(1) During the debate on the "Burma Tax on Sea Passengers Bill." Reference Burma Legislative Council Proceedings, 23rd March 1925, Volume III, No. 13. (2) Burma Oil Fields Amendment Act of 1927. (3) Resolution for appointment of a Committee to enquire into Labour conditions proposed by Mr. Narayan Rao. Government opposed the resolution and (4) During a debate on a resolution asking that a Committee to enquire into unemployment be appointed. This debate took place in August of this year. The official proceedings are not available, but we send 30 copies of official versions, published in one of the papers. Government opposed the resolution.

138. Very few work people have knowledge of the Factory Legislation, and that knowledge is very meagre. Unless labour officers themselves take some pains to make them acquainted, the employers certainly would not. But the language question often comes in the way, otherwise one way in which they could be made acquainted with would be for the Factory Officers visiting a factory calling all the men during their off hour and explaining to them the main sections of the Factory and Compensation Acts.

These acts are not available in the vernaculars, otherwise some one of the labourers could read out the Acts. We suggest that explanatory pamphlets in simple language be printed in vernaculars and sold at a nominal price.

142. We believe the plantations and docks are not inspected. We think it is very necessary that plantations and docks should be inspected.

Plantations.—Considerable number of persons are employed in these, but these being far away from the towns no information is available. Housing, sanitary arrangements, and arrangements for drinking water and medical aid are matters which require attention.

Docks.—Matters regarding safety of workers are of importance.

136. In Burma there are three officers connected with Labour: (1) Chief Inspector of Factories, (2) Director of Statistics and Labour Commissioner and (3) Assistant Protector of Emigrants and Immigrants.

(1) With regard to the Chief Inspector of Factories, we deal under (139) "Factory Inspection."

(2) With regard to the Director of Statistics and Labour Commissioner, the work that we see before us is :—(*a*) The "Report of an Enquiry into the Standard of Cost of Living of the Working Classes in Rangoon." This book is a valuable contribution by the past Director of Statistics to literature on Labour Conditions in Burma—a subject in which few were interested till lately, and Government the least. This book has, as already pointed out, to be read with considerable caution.

(*b*) The present officer we know has helped in Committees recently. (*c*) He has been appointed an arbitrator in a dispute between the Superintendent of Government Press and the workers. (*d*) He is the Commissioner for the purposes of the Workmen's Compensation Act. We take this opportunity of acknowledging the independence of his awards, though we may not always see eye to eye with him. (*e*) Since the riots and the formation of the Conciliatory Board he has been acting as the Secretary of that Board. We generally acknowledge his sympathy for Labour.

Statistics and Labour Problems.—We would however, press this point, that in Burma we are particularly weak in statistics. No statistics are available on unemployment, and wages and on so many other matters which are necessary factors in showing the prosperity or otherwise of Industries, and generally of the country, and consequently of Labour. There is no officer to co-ordinate statistics of different departments, nor to direct departments of Government to furnish in their reports further statistical information. The statistical tables at present given in many of the reports mean little.

As regards labour, we believe that labour problems in the future, even in Burma, will assume great importance. Further, in our opinion the Labour Commissioner should be in direct touch with Labour, and feel himself to be friend, philosopher and guide of Labour; welfare work, educational facilities, housing problems, recreation for labour should form part of his duties. Help and encouragement and support in the formation of Trade Unions and Co-operative Societies should come within his sphere of activities.

Statistics and Labour are now recognised to be specialised subjects. Both are advancing rapidly; for both intimate knowledge of the country is necessary. We may remind the Commission that probably Burma would shortly be separated from India. Till now alteration in statistical tables and in labour laws and regulations have been initiated in India. With separation Burma would have to take charge of these subjects fully.

We would therefore suggest that Government of Burma should select a promising student in economics from the University College and send him out to make a special study of statistics and Labour in Europe and America. On his return he may work as the Assistant Director of Statistics and Labour Commissioner and later take over charge of the post.

(3) Assistant Protector of Emigrants and Immigrants.—The work of this officer is to keep in touch with Indian conditions and generally to help Labour in all ways possible. He has to see that agreements of recruited labour are observed. The position is one of great trust and responsibility and offers many sources of temptations. The present incumbent has recently taken up the post. We have no doubt he would help the labourers to the best of his abilities. We would, however, place this point of view before the Commission that the questions arising out of Indian Labour are becoming more and more complicated, specially so when Burma is separated. We consider it necessary that an officer of the Indian Imperial Service should be stationed in Burma as Protector of Emigrants and Immigrants from India, in the manner of Ceylon.

Suggestions.—We suggest that the following trades be brought under the Factories Act :—

I. Inland vessels of all types, worked with mechanical power.—This is a large and important trade in which, according to the Census of 1921, the following were engaged :—

For all vessels.	Total supported.	Workers.	
		Males.	Females.
"Born Out"	118,083	64,920	2,350
"Born In"	34,874	33,447	29
	83,209	31,473	2,321

At the present time there is no means of knowing the number employed in the different types of vessels.

Accidents.—We however know that considerable number of accidents do take place in vessels with mechanical power; and also that there is a great deal of complaint with regard to excessive hours of work and we consider it very necessary that workers should have the benefit of Workmen's Compensation Act, and come under the Factories Act, so that there might be some authority which would enforce hours of work, and rules with regard to Health.

II. Lime kilns and godowns.—This is also an important trade, and we know that whole villages live on this trade near Mandalay and Prome and Amherst Districts. The workers of the kilns and in the godowns in Rangoon and in other towns in our opinion require looking after. The hygienic conditions do not seem to be what we would like them to be.

III. Builders Trade.—We think this trade is now of such importance, and of such a nature in Rangoon at least, that factors of safety must be now applied to it.

IV. P. W. D. and Railways (Roads and Bridges).—Group III.—Persons (other than labourers) employed in maintenance of roads and bridges :—

Workers and Dependants.	Workers.	
	Males.	Females.
4,608	1,703	211

Labourers associated with Group III—

Workers and Dependants.	Workers.	
	Males.	Females.
50,210	26,247	6,023

Earthwork carried on for road making or laying of rail track is a trade in which large number of workers are employed. It is not possible to give any figures. But we know that works o large magnitude are carried on and we think that it is time those trades were brought under the Act to persuade the employers to give better accommodation, keep doctors in large camps ; and give compensation for injuries and sickness.

V. Rice Mills (boiled rice).—In this trade a large number of women are employed. There are two points which we would refer to :—

(1) When the boiled paddy is brought out from the boiler, it is hot, and water would b dripping and (2) During the rainy season, for the purpose of drying the boiled paddy, a steam platform is created. The women have to walk on this steaming platform, for raking the paddy, bare-footed.

Both these operations seem to us of a nature which must cause a number of accidents by scalds, and the second operation is known to be positively of a somewhat painful nature. We do not know what is the effect on health of these operations.

VI. Forest Extraction.—Group 43. Sawyers—

Workers and Dependants.	Workers.	
	Males.	Females.
58,706	25,156	661

A considerable number of workers are employed in this trade. They have to live in forests, in most cases in unhealthy surroundings, with bad housing and bad water supply. The number suffering from sickness and accidents is said to be large. Their condition does not attract attention because they are out of sight. We press that this occupation be brought under the Factories Act ; or some other means may be found to regulate housing conditions, medical aid, etc.

VII. Wharves and Docks, and Shipping.—We suggest that as machinery is used for loading and unloading goods, wharves should be brought under the Factories Act. We see no reason why these should be exempted. Number of accidents take place because of overloading of slings and cranes, and it is time there was some authority to see that the machinery used was in proper order, and that proper safeguards for the workers both at the wharves and in the ships was provided. We therefore suggest that these should be brought under the Factories Act.

139. (i) Although considerable amount of improvement in the management of the Factories Act is visible, and though we realise the efforts of the Chief Inspector of Factories and his assistants to bring greater pressure on large and small employers of labour for the better treatment of their labour, we consider the staff very inadequate, and believe that unless and until the staff is sufficient to deal with the growing needs of factories, and of labour, all regulations for labour are bound to be failures. As we have already stated, and the statement will bear repetition we are most anxious that the rules and regulations already framed should be properly applied. This cannot be done with two or three officers for the whole province. The Annual Report on the working of the Factories Act for 1928 states that out of 968 running factories in Burma, 253, *i.e.*, 25 per cent. " escaped inspection." This is not at all satisfactory. In the note from the Secretary to the Financial Commissioner (Transferred Subjects) to the Secretary to the Government of Burma, paragraph 2. it is stated that the Acting Chief Inspector of Factories

had put up proposals for increase of staff, but the proposals had been turned down by the Government of Burma, " in view of the provincial finances." We doubt if there is any other department for which the Government of Burma has a smaller staff or in regard to which it is more stingy.

(iii) In 1927, the number of Factories in other provinces were :—Madras 1,198, Bombay 1,398, Bengal 1,234, Burma 923. It must also be remembered that the area of Burma is larger than that of any other province. A comparison of work done in Burma with that of other provinces of India will strengthen our point that the Factories Act is not enforced in Burma as it should be because of the shortage of staff.

(iv) We quote the figures of 1926-27 from the Statistical Abstract for British India—pages 668-669 for convictions and accidents.

——	Total employed.	Convictions.	Total.	Serious.	Minor.	Total.
Madras	127,411	569	15	267	981	1,263
Bombay	382,255	537	49	873	3,060	3,984
Bengal	550,923	129	76	1,123	1,811	3,010
Punjab	52,648	36	15	20	488	523
Burma	100,759	33	28	282	1,078	1,388
Bihar and Orissa ..	74,323	1	54	366	1,803	2,223
Central Provinces ..	67,106	85	5	35	293	243

From the above, accidents per 10,000 of workers is as follows :—

——	Madras.	Bombay.	Bengal.	Burma.
Total	1·17	1·28	1·37	2·78
Serious	20·96	22·86	20·38	28·00
Minor	77·00	80·00	32·87	107·00
Total ..	99·13	104·14	54·62	137·78

The above figures clearly carry condemnation of the working of the Act in this province and no further comments are necessary. Besides, complaint is often made that correspondence on important matters do not receive sufficiently prompt attention from the department. We can quite understand that if the Chief Inspector and his Assistant are on tour, such correspondence must await their arrival, and that is one more reason that the staff be increased.

Manner of increasing the staff.—We have something to say in this matter. The factories in Burma, except some, employ very few workers. The following daily average per factory figures will make our point clear :—

All factories.	Burma.	Rangoon.	Burma less Rangoon.
1929	100	207	80
1921	127	225	99
1911	112	172	121
	Burma.	Rangoon.	Burma less Rangoon.
Rice Mills—			
1929	65	241	53
1921	98	279	71
1915	114	217	84
Saw Mills—			
1929	87	236	56
1921	92	214	60
1915	80	218	51

We give the statement below for Rice Mills and Saw Mills in Rangoon. Outside Rangoon there are very few large rice mills and saw mills; the other large concerns are the few Petroleum refineries, Namtu Mines, Irrawaddy Flotilla Dockyards, Railway and Tramway Workshops, and few other foundries, and Adamji Haji Dawood's Match Factory, largest in India.

Rice Mill in Rangoon including Rice Mill on the Kanaungto Creek in the Hanthawadd District up to 21st August 1930.

Persons employed.	Number of Mills.	Total number of persons.
Over 750	5	6,126
„ 500 and less than 750	5	2,912
„ 400 „ „ 499	2	864
„ 300 „ „ 399	2	600
„ 200 „ „ 299	10	2,528
„ 100 „ „ 199	10	1,298
„ 50 „ „ 99	12	850
Less than 50	13	426
	59	15,604

Saw Mill in Rangoon Town District up to 31st August 1930.

Persons employed.	Number of Mills.	Total number of persons.
Over 750	3	3,131
„ 500 and less than 750	1	745
„ 400 „ „ 499	1	447
„ 300 „ „ 399	2	714
„ 200 „ „ 299	Nil.	Nil.
„ 100 „ „ 199	8	998
„ 50 „ „ 99	6	468
Less than 50	11	297
	32	6,800

Besides the factories, we have suggested several other trades to be brought under the Factories Act. These are of a diverse nature, but no individual unit is large or complicated, for instance the Inland Vessels.

We therefore strongly recommend that the new staff should be gathered from this province and no outsider should be brought. These can be recruited in two grades:—

	Rs.
(*a*) Assistant Inspector of Factories—salary	350—500
(*b*) Supervisor of factories—salary	150—350

Assistant Inspectors of Factories should be University College men, and men with similar qualifications. Supervisor of Factories should be men from the Insein Technical Institute mechanical side, and men with similar qualifications: provided that after ten years' service vacancies should be filled from the Supervisor's grade to vacancies in the Assistant Inspector grade. For the Assistant Inspector and Supervisor to be of real service, and get into touch with Burmans, Bengalis, Madrasis and Oriya labour, the main classes, it would be necessary for these officers to be conversant with the language of the respective groups they would be attached to. We consider this highly essential. The Factories Act and the Compensation Act are not yet understood by the workers,—and these officers could help in making them understand these,—which we consider to be a very important factor, under the prevailing conditions of labour.

Therefore, in the calling of applications, mention should be made of the number required knowing each group language.

Unless these candidates have already studied the requisite subjects, they should be made to appear for an examination for their respective grades, not for testing their knowledge of en-

gineering, but the knowledge of Factories Act, Compensation Act and similar Acts. The best from each language group should be chosen. These officers should then receive further practical training, under the Chief Inspector of Factories, and they should be made to specialise in distinct trades. These services should be permanent. Objection may be raised to the language basis on the plea of Burmanisation of services. We state that sufficient men born in the country can be had knowing the necessary languages. Further, we state that when Burmese labour does become predominant, more and more Burmese knowing officers would naturally be taken.

We urge very strongly the need of strengthening the staff, as without the means of putting the laws, rules and regulations which have, and may be framed, it is useless for the Government to shed tears over the poor labourers.

XVIII.—Intelligence.

143. (*i*) The present statistics on labour are extremely meagre with regard to—

(*a*) employment: (1) Burmese, (2) Indians, in different industries. (*b*) health. (*c*) unemployment. No statistics available.

(*ii*) (*a*) Returns are asked for from Factory employers, but even these are not received properly and no sufficient steps are taken to enforce sending of these returns. No returns are asked for from other large employers of labour, like wharf labours, shipping labours, etc.

144. Reference.—Annual Report on the working of the Indian Factories Act, 1911, in Burma. We suggest that two more tables should be introduced showing :—

I. (1) (*a*) number of workmen lodged in barracks. (*b*) number of workmen lodged outside, in all factories, by Districts and principal towns in the Districts.

(2) number of workmen of factories died of sickness shown under Districts and principal towns :—(*a*) living in barracks, and (*b*) outside.

II. Under statement IV, page 54, "Daily number of persons employed", should also be shown the number of Indian workers and the number of Burmese workers.

III. Another statement should be added to the report showing per day—

(*a*) average of permanent workers, (*b*) average of temporary workers divided into (*a*) Indians, (*b*) Burmese.

IV. Statement IV should be split up into two by showing males Burmese and Indians in a separate statement and females Burmese and Indians separately.

Death Statistics. Reference.—"Report on the Public Health Administration of Burma."

We suggest—(*a*) that a statement on the lines of supplementary annual statement VA, "Death Register according to sex in the four main classes in the towns of Burma" be included showing the death statistics of labour excluding agricultural labour, (*b*) that similar statement be included in the report of all Municipalities in Burma or, if this be not deemed possible, at least in the Municipalities of—

Rangoon, Mandalay, Moulmein, Bassein, Prome, Toungoo, Pegu, Yenangyaung, Syriam and Namtu, etc.

Statistics of Disease.—That deaths registered under—(*a*) Small-pox, (*b*) Fevers, (*c*) Dysentery and Diarrhoea, (*d*) Respiratory diseases, and (*e*) Plague, be shown divided into the main four classes also.

Death Statistics.—That a special Death Table by age between the age of 15 and 50 be started, showing the deaths by the four main classes of Christians, Buddhists, Muslims and Hindus, with special reference to labourers (exclusive of agricultural labourers) in districts and towns of Burma.

Unemployment—(*a*) Machinery for getting information of unemployment in different sections of home or other industries, including wharfage and shipping labour, be organised and proper statistics be made available at intervals.

144. *Possibility of Improvement in Statistics.*—We beg to suggest the following :—

I. Census Report—Table XXA.—Part III. Heading Transport should show the following sub-headings. Employment in :—

(*a*) Vessels with Machanical powers, (*b*) Vessels without Machanical powers, (*c*) Dockyard (1) Workshop, (2) Navigation, (*d*) Railway. (1) Transport (2) Workshops, (*e*) Tramway Works, (1) Transport, (2) Workshops, (*f*) Wharfage, (*g*) Shipping.

II. Heading Mines. Sub-heading "Petroleum"; the following sub-headings be added :—

(*a*) Oil fields. (*b*) Pumping Stations. (*c*) Refineries. (*d*) Workshops.

III. The Special Industrial Census must take the whole of the Trade and not only a part of the trade.

IV. The Headings of Employment in Statements I and II of the Factories Report must correspond with that of the Census till the next Census.

V. In the Factories Report under heading "Mines" the number of and employment in wolfram and tin mines should be shown.

VI. The enumeration of districts in all Government Reports should be in the same sequence. In this respect for instance the Report on the Working of the Factories Act, and the Report on the Workmen's Compensation Act differ.

VII. Headings of Statistical Report should be on the basis of the Heading of the Census Report, and if possible should not be changed till the next Census. If a change becomes necessary, it should be made in a manner which would not break the continuity, making comparisons impossible except with great difficulty.

145. (*i*) We can definitely state that in most cases the cost of living statements of Indians are wrong. Leaving aside other factors we would draw attention to the fact that the deductions made by the maistries or sub-maistries have neither been deducted in the calculation of the earnings nor from the monthly budget. That there are such deductions Mr. Bennison himself proves. The salaries are calculated on the daily earning capacity, irrespective of the average number of days during the month during which work is available. The resultant profits shown as sent home are therefore entirely fictitious. We consider that it is better not to have cost of living worked out, rather than have such manifestly misleading figures which tend to create and have created the idea that Indian labour is all too well paid and is carrying away crores of rupees annually. It has tended to harden up employers against the workers and created dissatisfaction in other fields of labour. Results achieved have proved disastrous to Indian labour.

146. Much greater attention is necessary on the Health statistics and Mortality statistics and Unemployment statistics of labour. Separate statistics referring to labour will at once bring out the sores of society and create public opinion which evidently is so necessary for the improvement of the lot of workers. If Burma is to stand competition with other countries it can only do so on the legs of labour and it is necessary for capital and brain to understand this fact thoroughly. Nothing can so move as the cold figures of death, disease and unemployment, whether it be the Government or the capital. We belive conscience of both are rousable.

Mines.—The extraction of minerals on large basis is confined to—

(*a*) Iron ore	..	1,048	workers.
(*b*) Lead and silver ore	..	5,384	,,
(*c*) Tin and wolfram	..	7,648	,,
(*d*) Copper ore	..	8	,,
(*e*) Gems	..	507	,,
(*f*) Limestone	..	358	,,
(*g*) Igneous rocks	..	2,604	,,
(*h*) Latemite	..	312	,,

The above figures are extracted from the report of the Chief Inspector of Mines in India, ending 31st December 1928. They are only for labour working underground, or in open working or on surface. Those employed in metallurgical and other works are not recorded under "Mines", but under "Factories". It will be seen that the working of the Lead and Silver Mines, Tin and Wolfram Mines and Igneous Rock Quarries and Iron Ore are important.

(1) *Lead and Silver, iron ore and limestone* are mostly worked by Burma Corporation, Ld., in Northern and Southern Shan States. On page 3 of the Report above referred to, it is said that this firm employs in all departments a total of 16,275 persons, but taking the figures for Lead, Iron Ore and Lime Stone as all referring to this Company, the total employed in actual extraction work would be about 7,000, and employed in other departments about 9,000, but in Factories Report under "Lead smelting and lead rolling mills", the number is given as 3,837.

General Conditions.—We are glad to bring to the attention of the Commission the words of praise uttered by His Excellency the Governor on his visit to the Mines. He said, "They would find not merely a great mining property but a happy, contented and well cared for labour force."

Employment.—Chinese and Indians generally.

Disease.—20 cases of cholera took place, with 18 deaths.

Tavoy and Mergui tin and Wolfram Mines.—These employ chiefly Chinese and Indian labour. Most of the work is done on "tribute labour".

Condition of Work.—During the dry season there is not much malaria, but during the monsoon, which is really the working season, the areas are very malarious, and we believe a large percentage of workers suffer from malaria, and other jungle fevers. Some of these fevers cause death, or so debilitate the worker that it incapacitates him for months together.

Monsoons in Tavoy and Mergui are very heavy, the average rainfall being 275 inches. Under these circumstances the Chinese workers generally demand opium, and most of the mines have Opium licences. The Indian workers also, we learn, now take to it to a much larger degree.

According to the Opium Convention, the common opium cannot be given for medicinal purposes, and medicinal opium is a well defined article in the Convention. Still the old system continues, in direct contravention of the Convention.

Mokpalin Government Stone Quarries.—We would point out to the Commission that Government employs on this some 1,100 convicts. We question the advisability of doing so at a time when unemployment is so great.

We are not aware of the actual number of accidents in this quarry, but we do find that Government convict labour forms nearly half the total, and the Commission will no doubt notice the heavy rate of accidents in the section of Igneous Rocks. What is the share of the Mokpalin Quarries in these accidents is a matter which no doubt the Commission will ascertain.

We are also not aware as to whether the convicts come under the Workmen's Compensation Act or not. If they do not, we would strongly urge that this labour should be stopped. If they do, we do not know how or in what way the compensation claims are made, or in what manner they are paid: These points no doubt the Commission will enquire into.

(2) *Mineral Oil Production.*—We have been able to obtain readily enough the quantity of mineral oil production, its value, etc., but as to the man power used in the actual production of oil fields, though we have made enquiries, we have been able to get no figures. The man power in refineries is stated in the Factories Report, but the man power on the Oil Fields is, so far as our investigation goes, nowhere to be found. Neither is there any report from which we can get the number of accidents similar to the Report of the Chief Inspector of Mines in India. All that we can get to is the number of persons who have received compensation.

We are therefore not able to give any substantial information with regard to this Industry. We would however state that there was a strike in 1921 on the Oil Fields, and after that a Yenangyaung Oil Fields Act was forced through the Legislature which in our opinion has absolutely suppressed labour, and there is no chance of labour being able to organise itself there. That Act should be repealed.

44 and 140. (*ii*) The total number of accidents for Burma in the extraction of Minerals, including gems, lime stone and igneous rocks is as under :—

Under Ground.	Death.		Serious.		Total.	
	Number.	Per 1,000.	Number.	per 1,000.	Number.	Per 1,000
Under Ground.						
Total Burma ..	6	1·12	74	14·14	80	15·29
Total India ..	193	1·64	437	3·62	630	5·26
Open Working.						
Total Burma ..	10	1·02	22	2·26	32	3·29
Total India ..	35	0·44	73	0·92	108	1·36
Surface Working.						
Total Burma ..	3	1·02	37	12·67	40	13·70
Total India ..	31	0·44	183	2·60	214	3·04
Separate.						
Total Burma ..	18	..	110	..	..	6·88
Total India ..	221	..	654	..	..	..

Total of underground, open surface, and separate—

Burma—

Number 275

Per 1,000 .. .. 15·36

We draw your attention to the following accidents per 1,000 of workers in—

	Total employed.	Workings.	Separate.	Total accidents.
Lime stones	358	16·76	5·58	22·34
Lead ore	5,384	15·97	14·30	30·27
Igneous rocks	2,604	14·20	7·21	21·41
Iron ore	1,048	3·81	3·81	7·62
Tin and wolfram	7,648	2·35	1·96	7·31

Against the 275 accidents in the Mines of Burma, prosecutions and convictions were as under :—

District.	Number of prosecutions.	Number of persons prosecuted.	Number of persons convicted.
Mergui	3	3	..
Tavoy	1	1	..
Thaton	1	1	1
Total, Burma ..	5	5	..
Total, India ..	88	130	96

Convictions to Prosecutions—	
Burma	*Nil.*
India	74 per cent.
Prosecution to Accidents—	
Burma	1·89 per cent.
India	5·65 per cent.

In Mergui and Tavoy, the prosecutions were under regulation 3 (1) of the Indian Metalliferous Mines Regulations, 1926, and in Thaton under regulation 82 of the same Act. The figures we have given for accidents and prosecutions are surprising and demand investigation. They strikingly prove that supervision in the Mines is not at all sufficient, and that there should be an officer in Burma who would be in close touch with mining and quarrying conditions. We feel that enough provision for safety could not have been made, and life is not counted as costly as mineral.

II. *Mineral Oils.*—We have stated above that we could not obtain details of workers employed, nor of total accidents that may have taken place. But we give a statement showing the accidents which have resulted in death, or permanent disablement. For particulars of these, Appendices to the Annual Report on the *Working of the Compensation Act* in Burma for 1929 may be referred. The number of employed mentioned hereunder denote the total number working in units in which accidents took place :—

Total employed.	Death.	Permanent disablement.	Compensation. Death.	Compensation. Permanent disablement.
			Rs.	Rs.
29,355	24	39	27,562	14,011
Accidents per 1,000 workers—				
	1·29	2·01		

So far as we can see, these accidents were divided between Oil Fields and Refineries and Workshops, etc., in the following proportion :—

Oil Fields—

Total employed.	Death.	Permanent disablement.
6,030	11	21
Accidents per 1,000	1·82	3·48

Refineries, etc.—

Total employed.	Death.	Permanent disablement.
13,325	13	18
Accidents per 1,000	0·97	1·42

We are of opinion that the incidence of accidents on the Oil Fields and in Refineries, etc., is worthy of investigation by the Commission, as it is evident, particularly so with regard to Oil Fields, that there is need for "Rigorous Administration" and "Safety" devices, necessary to prevent accidents.

143. Mineral Oil.—With regard to labour employed on the Oil Fields and accidents, no statistics seem to be available.

Compensation Act, Report on.—We suggest that the report should be divided into Factories, Mines and Mineral Oil, and statements for each should be prepared separately.

I.—Burma Railway Supplementary Memoranda.

Reference.—Burma Railways Annual Reports for 1929-30.

Employment:—APPENDIX I.—Statement of Staff.

		Numbers.		
		Open Line.	Construction.	Total.
Europeans	1928-29	126	12	138
	1929-30	129	7	136
Hindus (including Audit)	1928-29	16,735	625	17,358
	1929-30	16,707	129	16,836
Muslims	1928-29	3,035	61	3,096
	1929-30	3,439	34	3,473
Anglo-Indians and Domiciled Europeans.	1928-29	667	9	676
	1929-30	694	1	695
Other Classes ..	1928-29	6,814	518	7,332
	1929-30	7,335	504	7,839
Statutory Indians ..	1928-29	27,251	1,211	28,462
	1929-30	28,175	668	28,843
Total	1928-29	27,377	1,223	28,600
	1929-30	28,304	675	27,979

Reference: Table G, page 109. General Administration.—

Sub-Head—	Rs.
4. Contributions to provident institutions	7,74,846
5. Gratuities	2,75,000
6. Compensation (other than those included in E III-10.) ..	8,938
7. Education Grants	20,000
8. Health and Welfare Service	2,70,198

We have no doubt the Commission would enquire into the question as to what amount of these very beneficent payments (1) directly (2) indirectly serve the (*a*) labourers, and (*b*) the lower grade staff, which really need their help. For instance, it needs to be examined what institutions are contributed to under *Sub-head 4*, and how these contributions affect labour; under *Sub-head 5* What is the percentage which affects labour and what is the form of gratuity; under *Sub-Head 7* How many schools, and what types of schools are at present worked, and whether the amount of expenditure is in proportion to the magnitude of the concern and the number of men employed, is not too small; and which races it affects.

Sub-Head.—What is the amount spent on "Health", and what on "Welfare Services."

Health.—With regard to health, housing is a matter of importance; arrangements, both in Rangoon and elsewhere, are not quite satisfactory. The question of over-crowding, and houses not being put into proper repairs are matters of complaint.

Medical Aid—We believe the Burma Railways have a regular staff, and a dispensary for their staff in Rangoon. However, both at Insein and Myitnge they have large workshops, and what arrangements they have for these and other places is not known.

Welfare Service—We have not been informed of any. But if there is one, the nature of it, and the effect on workers may kindly be ascertained.

We have only such information as we could pick up, and would suggest some matters on which we think light may be thrown. These are: (*a*) Leave Rules, (*b*) Gratuities and pensions, (c) Manner of recruitment; whether it is not left too much in the hands of the subordinates,

thus opening a way to corruption and favouritism, (*d*) Manner of appointment from temporary to permanent posts—Is it not a fact that many old temporary hands are skipped in the appointment to permanent posts and new men are appointed, (*e*) Do the men get the same terms of service, generally, as in Indian Railways.

Apprentices.—We understand the Railways have a system of their own with regard to apprentices. Consequently they do not take men from the Insein Technical Institute as apprentices, and even if they do, they give preference to their own apprentices. The reason we understand is that the Railways drawing and other works are of a special nature. But we submit that the Insein Technical men have and should be given a chance. The reasons of the strike, and the result will give the Commission a very good idea of the grievances.

Compensation Claims—Chapter V, page 7.—Compensation claims against goods were Rs. 23,057, representing 632 claims; and of this amount the Railways were able to recoup itself to the extent of Rs. 5,129, by debits against the staff for negligence, and by sale of unclaimed and damaged goods, leaving a charge of Rs. 18,828. The cost to the Railways last year was Rs. 34,696.

It is worth ascertaining, what was the amount recouped from Railway servants, and whether the recouping on the ground of negligence may not be overdone; and is not in the nature of "fine"; this is possible in view of money value to the Railways.

Hours of Employment of Railway Servants.—(Indian Railways Act Amendment 1930, Chapter XVIII, page 20).

"It is the desire of the Railway Board that the Act should come into force as quickly as possible on Railways, and, in no case, later than the 29th February, 1932."

An Officer has been placed on duty with regard to this.

Staff and Amelioration of Conditions.—We regret there is no chapter in this very valuable Report with regard to its workers. We think a chapter giving details of "Housing," "Medical Relief", "Welfare Work", "Education", "Accidents and Compensation," and any material improvements or alterations in the terms of employment may be mentioned with advantage. The Report deals as usual with Rs., As. and pies, but not with the human factor.

Accidents and Compensation.—APPENDIX III—*Table 1, 2, 3, 4 and 5 deal with these.*

It will be seen from Table A,* that fatal accidents amongst passengers and others is 13, and 110, and for servants 11. Injured number of passengers and others 40 and 93, and servants 202. We think this is a high incidence of accidents.

We would point out that accidents to passengers and others in India have been very largely reduced as the following figures will prove:—

Reference: Statistical Abstract for British India.

Statement No. 201A, page 449.*

Compensation.—As pointed out in Table A the number of servants killed were eleven and injured 202. Table B* shows the number of all accidents through mis-adventure or negligence. We are not aware who decides, whether an accident was through one or the other reasons. If it is the Railway authority, it would have the best of reasons to push up the figures for negligence, both for passengers and servants, because they remove the charge of negligence from the departments and also escape payment of compensation.

Workmen's Compensation Report for 1929 gives the figures of compensation paid by the Burma Railways, which are as follows:—

	Fatal.	Permanent disablement.	Compensation Paid. Fatal.	Permanent disablement.
			Rs.	Rs.
1929	*Nil.*	2	*Nil.*	2,662
1928	1	3	600	204

The Factory Report does not show the accidents under Railways in Appendix B, page 19. We do not know whether compensation other than shown in the Workmen's Compensation Report is paid. In the Railway Report, page 109, under Sub-head: Compensation (other than those included in E-III, 10) for Rs. 8,935, is mentioned. E-III 10 is compensation for goods. If this is the amount paid towards compensation for those killed and injured, it seems to be a very small amount for 11 killed and 202 injured. Nor do we know how the compensation is assessed. In any case the cases should be mentioned in the Workmen's Compensation Report. We are glad to see there was no fatal accident in any of the Railway workshops, which employs a very large number of workmen.

* Not printed.

II.—Launch Staff of the Burma Oil Company, Limited.

5. Recruitment is made in Syriam.

4. Families are left behind. All are from Chittagong.

III. *Housing provision.*—Two years ago housing was provided. Then they were told that they would have to remove for a short time as new buildings were being put up and they would be provided with house later. Since then they have been living in rented houses. Other services have in the meantime been provided with housing but they have still to live in rented houses. We want the company to supply housing to us as it supplies to other departments. The company has paid us no house allowance in the meantime.

IV. *Extent of medical facilities.*—The Company has 2 doctors, one at Syriam and one at Dunneedaw. The Doctor's office at Dunneedaw is in the factory compound. Sick persons have to visit him. Medicine is supplied free. They are given sick leave without pay.

First aid is not provided in the launches.

Hours of work.—Hours of work are from 6 a.m. to 6 p.m. They have their breakfast on the launch, if work is required at night another shift takes the place.

82. *Wages.*—(*a*) (1) Serang (certificated) 4 small launches Rs. 90 per month, Serang (certificated) 4 big launches, Rs. 100 per month, without increment, *plus* Rs. 1-8-0 per month for clothes. (2) Assistant Serang in big launches Rs. 2-1-0 per day. (3) Sukhani, small launches Rs. 1-9-0 per day. Sukhani, big launches Rs. 1-9-0 per day, Sukhani, for clothes Rs. 1-8-0 per month. (4) Khalasis, Rs. 1-2-0 per day, Khalasis, for clothes Rs. 1-8-0 per month. (5) Cook for big launches As. 13 per day, Cook, for clothes Rs. 1-8-0 per month excluding the cook.

(*b*) (1) Maistry. (2) Driver. (3) Oilman. (4) Fireman. (5) Cook big launches; As. 15 per day.

In small launches one cook is provided for both the sections. Other departments of labour get a yearly increment and they also get leave with pay. But we neither get increment nor leave with pay. We suggest that it is not a good system to keep the workers on one wage even for 30 years and that a yearly increment should be given by the Company to us.

A Khalasi after 5 years service can appear for examination of a serang, but takes nearly 12 years to become a serang as he had to work as a sukhani for five years or six years.

Leave Rules.—Some years ago in about 1926 agreements were signed that the workers must go on leave every two years for six months without pay. New men are not required to sign but the custom still prevails. This falls very heavily on the workers.

We therefore very strongly suggest that the workers should go on leave after two years with two months leave with pay with four months without pay. We further suggest that we should be given passage to and from or on the oiler tanker of the Company going to Chittagong. This was permitted formerly but are not allowed now.

With regard to promotion strict watch should be kept by the highest officers that no favouritism prevails.

Payments are made direct to workmen by the Company. There is no curruption with regard to receipt of wages.

Payment is made within 15 days of the month following.

Indebtedness exists, because of system of marriage expenses.

There is no system of bonus or *bakhshish*. But of three persons who completed 25 years service two persons were given one-third the pay as pension and recently one person was given only one-fourth of the pay as pension.

There are no Labour Associations or Trades Unions. We do not know of any Labour Bureau of the Company. It does not affect us.

Industrial Disputes.—There has been no strike. Wages were increased in 1920 when there was a strike in the works at Syriam.

General.—*Water.*—Formerly there was a system to supply drinking water, bathing and for ablutions. An order has now been passed that no water would be supplied. Formerly a long hose was attached and the tanks in the launches filled up with sweet water. Now the water has to be carried from the pipe stand to the launches. Without sweet water for drinking and ablutions we find it very difficult to live, particularly because we burn oil in boilers and the heat is excessive and bathing becomes necessary. The reason given to us is that by taking water in tanks the launch gets heavy. In Port Commissioners, Port Principals, Irrawaddy Flotilla Company's launches are all supplied with sweet water sufficient for the needs of the workers. The B. O. C. has also followed this custom from time immemorial. Neither do we see any loss to the Company in permitting their workers to have sufficient water through the hose pipe.

III.—Port Commissioners' Launch Service.

I. 5. Recruitment in Rangoon.

4. Family is left behind.

Workers.—Launch Service—

(*a*) 1. Serang. 2. Sukani. 3. Khalasis.

(*b*) 1. Maistry. 2. Assistant Maistry. 3. Oilmen. 4. Fireman.

(*c*) 1. Leadmen. 2. Tindal. 3. Khalasis. 4. Sampanwallah.

(*c*) Represents Surveymen.

There are no non-Mohamedans in sections (*a*) and (*b*).

There is un-employment to the extent of 20 per cent.

Housing Provision. (*a*) *Monkey Point.*—There is a house in Monkey Point belonging to Port Commissioners wherein 100 men are staying.

(*b*) *King's Bank.*—There is another Port Commissioners' house here. About 500 workers are living.

Drinking Water.—Monkey Point.—Water is not sufficient, the tank being too small.

Latrines.—(*a*) *Monkey Point.*—For 100 men there are 4 latrines. These are cleaned up only once in 24 hours.

(*b*) *King's Bank.*—There are 8 latrines for 500 workmen, and they are 100 yards away from the barracks. These are cleaned only once in 24 hours. We suggest that these latrines should be made closer to the barracks and should be cleaned up 4 times a day. A sweeper should be on the premises.

The people staying in Monkey Point barracks are only those employed in surveys.

Some six years ago, both in Monkey Point and King's Bank, a cook used to be supplied to cook food for the workmen whilst they were away on duty. We suggest that for every 20 men one cook should be provided. The same system of supplying cook is adopted in other companies, such as Irrawaddy Flotilla Co., Ltd., etc., and also in Rice Mills.

With regard to small steam launches and motor launches no cooks are supplied. We suggest that cook should be supplied in every launch.

Doctor.—The Port Commissioners provide Doctor. There is no first-aid material on the launches. We suggest that first-aid material should be kept in all launches.

The Doctor's office is at the Port Commissioners' office. He never visits launches or barracks, even if an employee is seriously ill. The employee has to be brought down from the launch to the Doctor.

We suggest that the Doctor should pay at least weekly visits to the barracks and look after the health of the workers. In cases of serious illness of employees on launches, the Doctor should visit on the launch. A further complaint is that the workers are not easily admitted to the Doctors' office unless they have a letter from the Department. The Doctor should be approachable at all times.

Launchmen.—Hours of work.—Classes (*a*) and (*b*) have to remain on their launches for 24 hours continuously. They have to be in readiness to go out at any time of day and night. They get no off time in the day, nor do they get Sundays nor Fridays for their prayers, nor any holiday for *Id* days and they enjoy no Government holiday whatsoever.

They work from 6 to 12 hours in a day, and even have to work at night also as extra.

Formerly, in the Fire Boats, fire allowances were given for night work, but now that has been cancelled.

About 9 steamers are working night and day and for these double shift crew should be maintained.

Arrangements should be made to give at least one day holiday in the week and Government holidays, and *Id* days should also be given as holidays. On recognised holidays, if any launch is required for urgent work, the employees should receive overtime wages.

Workers compensation.—Employees on the inland vessels do not come under the Workmen's Compensation Act. In cases of accidents causing death, permanent disablement or temporary disablement, they are given some sort of bonus.

We suggest that employees on inland vessels should also be brought under the Workmen's Compensation Act.

Wages.—

	Present.		Recommended.	
	Wages.	Annual Increment.	Wages.	Annual Increment.
	Rs.	Rs.	Rs.	Rs.
Serang, Junior grade	45—65	2 0 0	45—85	3 0 0
Serang, Senior Grade	65—150	5 0 0	..	..
Sukani	30—35	..	35—45	2 8 0
Khalasis, 3rd Grade	20, 24 or 28	..	25—35	2 0 0
Maistry, Junior	45—65	2 0 0	45—85	3 0 0
Maistry, Senior	65—150	5 0 0	..	..
Tindal, Junior	30	..	35—45	2 8 0
Tindal, Senior	35	..		
Fireman, Junior	25	..	25—35	2 0 0
Fireman, Senior	30	..		
SURVEYOR'S STAFF.				
King's Bank.				
Leadman	35	..	35—45	1 0 0
Tindal	30	..	30—40	1 0 0
Khalasis	24	..	24—30	1 0 0
Sampanwallah	25	..	25—30	1 0 0
Monkey Point.				
Leadman	35 *plus* 5 Allowance.	..	40—50	2 0 0
Tindal	40 *plus* 5 Allowance.	..	45—55	2 0 0
Junior Khalasis	24 or 26	..		
Senior Khalasis	28 with 5 Allowance.	..	24—25	1 0 0

Payment.—Payment is made direct to the workmen.

Other Deductions.—The Serangs and Maistries are fined for any delay in starting the launch when ordered.

Others are fined for quarrelling with superior officers. The fines amount to the extent of 1 to 5 days wages, which, it is submitted, is very heavy.

Period of Payment.—They receive their wages within the 15th of next month.

93. Serangs and Maistries receive Provident Fund. Provident Fund is meant only for those who passed the stage of Rs. 65 salary. The Provident Fund formerly included all those who received Rs. 30 per month as wages and it is suggested that the Provident Fund should include all workmen.

Bonus.—Formerly an employee who had 15 years service received one month's salary for each year. Now this rule has been changed and only half the amount is given.

Leave Rules.—Formerly three years service entitled a man to 8 months leave without pay. Now three years service entitles a man to three months leave with pay and two months without pay for all classes. If, however, an employee continues service without leave beyond three years and works for six years, his leave is the same as if he had worked for three years. Sick leave, within three years, is not given even without pay. For private reasons also no leave is granted.

Senior Serangs and Senior Engineers.—Three years service entitles them to four months leave with pay and if on medical certificate on half pay is granted. We suggest that in the junior class leave on medical certificate and for private purposes should be granted without pay. With regard to the cases of higher or lower senior and junior grade and other class of men, who will be on leave, if unable to return through reasons of illness, medical certificates if countersigned by Civil Surgeons are not accepted and services are dispensed with. We suggest that in all such cases leave without pay should be given. Some employees from junior and senior grades and other classes who served for six or seven years when they ask for leave receive it after great deal of trouble and long delay.

Promotion.—When a post of higher grade is vacant the next grade man is not promoted to that vacancy, but outside man is generally employed. Formerly there was a rule that the junior should be promoted in place of senior vacated. We suggest that this rule should be re-introduced and strictly followed.

Semaphore Station.—Comprising of—1. Serang. 2. Tindal. 3. Khalasis receiving salaries of Rs. 40, Rs. 35 and Rs. 24 respectively, were receiving Rs. 2 as allowance for the last two years. This allowance has been stopped. They get no holidays whatsoever. We suggest that their salaries should be raised according to the other grades, and should also get weekly holidays, and holidays on *Id* days, and on days of Government holidays, if employed, should receive overtime pay.

Trade Disputes.—Petitions with regard to grievances are not taken any notice of.

IV.—Memorandum of the Rice Mill Engine Room Labour.

I. *Recruitment.*—3. (i) Labour comes voluntary from Chittagong. They are selected for employment locally.

4. They leave their families behind.

7. (i) There is some amount of unemployment.

III. *Housing.*—16. (i) In European Mills generally in Rangoon six men are lodged in a room 10 ft. by 20 ft. but in Bulloch Bros. Seikgyi Mill in a room of 30 ft. by 20 ft. 45 men are accommodated. In Mills in outside Rangoon accommodation is unsatisfactory.

No separate quarters for married men are provided; a partition being put up for the purpose.

Kitchen.—Generally in European and some other mills kitchen accommodation is satisfactory; however in many mills owned by non-Europeans and in some European mills kitchen accommodation is not satisfactory, being too limited.

General condition of barracks.—In the majority of the case, they are not kept in proper repairs.

Latrine.—In most of the mills the latrines are of open type, *i.e.*, without doors and therefore there is no privacy. We suggest that latrines should be separate for the superior labour staff.

In Kanaungto and Dalla mills and mills outside of Rangoon the latrines are often situated on the creeks and are very far off from the barracks. This causes a great deal of inconvenience during the rainy season. The space between the barracks and the latrine is generally under water or swampy and persons have to wade through. It is suggested that the road to the latrine should be high.

The latrines are generally cleaned once in 24 hours. We suggest that latrines should be cleaned 4 times a day, and that each industrial concern with over 100 labourers should have a sweeper on the staff.

Water.—Provision of water in No. 5 Rice Mill, Seikgyi is not sufficient.

Surroundings of barracks.—Except in large concerns the surrounding area is swampy or under water. We suggest that the areas surrounding the barracks must be so drained or raised so that water may not accumulate.

IV. *Health.*—24. In Bulloch Bros. Rice Mill a doctor and a dispensary is provided; in Steel Bros., Rice Mill a doctor is appointed, but labourers have to pay the doctor.

Leave.—If such doctor gives a medcial certificate, no pay is cut during sick leave. If however this doctor proves unsatisfactory and the labourer goes to any other doctor even better qualified, his certificate is not accepted. In the smaller rice mills no provision is made for medical relief, and as a rule no sick leave with pay is granted. The tindals and sircars are allowed leave without pay and passage in the Big Mills. The lower grades are not given such leave. In the small mills no such leave is granted.

VII. *Safety.*—In Burma it is not necessary to employ engineers in mills. The owner is responsible for "safety", consequently there is not sufficient "safety" for boiler workers. In a recent case in No. 25 Mill at Dalla, five employees while working at the boiler were scalded, out of whom 4 died. The owner was fined Rs. 75. The tindal was uncertificated. We suggest that in all mills engineers should be employed and they should be responsible for the safety of the employees.

Because mill owners have been made responsible for safety, they select uncertificated tindals who can be engaged at a lower rate of pay. During boiler cleaning sufficient time for cooling down is not allowed by such mill owners and consequently men have to work under very distressing circumstances. For the supply of water, very often mechanical arrangements are not made for pumping in the water. Accidents occur because of this deficiency. In many mills complaint is made that the men working at the boilers are very much troubled by the husk from the mill flying towards the boiler side.

In the big mills "first aid" is given.

48. In the small mills even materials are not always kept.

IX. *Hours.*—(i) In the large mills twelve hours are worked with 2 hours interval. (ii) With regard to "overtime" the day is counted on a 9-hour basis but overtime is paid only for hours worked more than 12 hours and for such overtime the pay is calculated on a 9-hour day. In small mills, there is no fixed hours of work nor of overtime. Complaint is made that small mills in the districts work without stoppage for many hours.

XII. *Wages.*—With regard to wages, we have to state that in 1920 there was a strike and wages were then increased. Since then no wages have been increased. In fact in some of the big and small mills wages have been decreased. In some of the big mills where, say, the tindal was getting Rs. 80 per month on his going on leave the second man is promoted to his place, but the same pay is not given. Thus gradually the wages of the post are decreased. Similar method is adopted with regard to the other staff.

We suggest that when a worker goes on leave he should have a lien on his post. We also suggest that a system be introduced by which all workers may be able to get an increase through length of service and efficiency. This would induce the workers to remain in an establishment instead of wanting to jump from place to place to improve their prospects. They have no interest in the establishment they are working in.

Payment.—In some mills there is a system to pay the workers through the tindal. We believe this system does lead to corruption in most mills. We suggest that all workmen should be paid direct by the employer.

Prevailing Wages—

	Rs.	Rs.	
Tindal	gets from	40 to 60	per month.
Engine Tindal	„ „	40 „ 60	„
Rice men and Bolier men	„ „	25 „ 30	„
Oilman	„ „	25 „ 27	„
Khalasis	„ „	20 „ 23	„
Sircar	„ „	35 „ 110	„
Assistant Sircar	„ „	30 „ 40	„
Weighing man	„ „	30 „ 32	„

107. (ii) In the big mills payments are regular, being paid within 45 days. In the small mills there is a constant and growing complaint that employers do not pay workers within 45 days. In fact in many cases wages are not paid for months necessitating borrowing at high rate of interest.

IX. 61. *Day of Rest.*—No day of rest is given in many of the mills. Muslim workers' complaint is that time for prayers is not given.

Blind Alley.—Men working for 30 or 40 years in big rice mills reach Rs. 70–80 per month. But they are not given increase over this.

XV. In 1920 there was a strike. The cause and settlement is attached herewith.

XIV. There is no trades union. The engine room workers are mostly members of the Labour Association. Employers generally do not like workers to join any association.

V.—Principal Port Office, Launch service.

I. 5. The workers come voluntarily from Chittagong.

They are selected in Rangoon.

4. They leave their famalies behind.

II. Workers.—

(*a*) 1. Serang. 2. Sukani (Assistant to Serang in ships). 3. Khalasis or Lascars.

(*b*) 1. Maistry. 2. Tindal (in ships). 3. Fireman or stoker.

There is unemployment. There is waiting list also.

III. *Housing Provision.*—Employed about 1,300.—(*a*) No housing is provided. They live either in the launch or in the ship. Workers, during their time of the employment, necessarily have no house provided for them, when, therefore, they proceed on leave and are unable to get an immediate ship to proceed, they have to find accommodation and pay for same. Similarly when they return from leave, very often they have to wait for some days before they can take up a post, they find it difficult with regard to staying in the meantime.

In other Companies like Irrawaddy Flotilla Co., Ld. etc., provision is made for housing accommodation for temporary usage, and it is suggested that similar housing accommodation may be provided to the workers of the Port Principal.

(*b*) The general custom with the Irrawaddy Flotilla Co., Ld., and B. O. C. is that in launches in which 5 to 6 peoples are employed a cook is provided. In the Port Principal for such launches

no cook is provided and the workers have to cook their food after their work is finished. It is suggested that a cook be provided in such cases.

IV. *Health.*—Medical facilities.—For every ailment the workers are sent to hospital. There is no medical aid provided for them.

It is suggested that for all ships and launches in port a doctor should be provided who should inspect the workers at least once a week and to whom sick persons may be able to go when in port.

VI. *Safety.*—No first-aid material is provided on any launch except in ships. We suggest that in all launches a complete outfit for first-aid should be provided.

VII. *Workers Compensation.*—The workers under this class do not enjoy the benefits of the Workmen's Compensation Act. It is suggested that the class be brought under that Act.

Wages.—For serang, with third class certificates, the salary commences from Rs. 40 *plus* Rs. 2-8-0 to Rs. 65 per month.

For serang, with second class certificate, the salary begins with Rs. 40 *plus* Rs. 2-8-0 rising to Rs. 80.

A third grade serang can pass his second class examination and become a second class serang.

The second grade serang is not permitted to pass his first grade examination.

Indians are not allowed to take their first class examination.

We suggest that there should be no bar for passing first class examination.

Maistries.—For first class, the pay is Rs. 40 to Rs. 80 with Rs. 2-8-0 yearly increment.

For second class, the pay is Rs. 40 to Rs. 65 with Rs. 2-8-0 yearly increment.

Men with greatest experience are blocked and are not given any chance in ships for which they would be quite suitable after long service in launches.

They are not permitted to appear for the examination which would qualify them for Engineers. Indians are not allowed to sit for Engineers' examination.

Payment.—The system of payment is unsatisfactory. In some launches payments are regularly made within 45 days, but in other launches it takes longer. The payment depends upon the clerk of the launch.

We suggest that strict rules be framed for the payment of wages within 45 days in all launches.

Other deductions.—(*a*) The employment on return from leave, is left mainly to the clerks and therefore workers are kept on the waiting list too long. Employment on return from leave promotion, and continuation should be managed by a high officer. We suggest that these matters be not left in the hands of clerks, and for such purposes superior officers should be in charge.

92. There is a good deal of indebtedness which cannot be traced to legitimate requirements. It is suggested Government should help in forming a co-operative banking with regard to employees in the Port Principal.

93. Serangs, Maistries, Tindals and Sukanis are entitled to pension on retirement. Khalasis do not receive any pension. Some buckshish is paid to them. There is no definite rule of bonus.

XIV. There are no trade unions. They are members of the Burma Labour Association.

In 1920, in Mandalay, a strike took place, but in Rangoon when notice was given of a strike, there was a settlement effected in the meantime. The cause of strike and settlement are herewith affixed.

General.—With regard to promotion. A man starting on Rs. 40 would, in the usual course, reach the grade of Rs. 80 in 16 years. After that there is no chance of any increment to his salary.

We therefore suggest that the salary should be raised, for the first ten years, by Rs. 3 and for the second 10 years by Rs. 5 reaching Rs. 120. With regard to the second grade serangs and engine drivers the salary should be from Rs. 40 to Rs. 90, the increment being Rs. 2-8-0 per year. Tindals and Sukanis' salaries should be from Rs. 30 to Rs. 40. The tindals should be promoted to maistry and sukanis to serang, subject to passing their examination. Khalasis' wages should be raised from Rs. 20 to Rs. 30 by Re. 1 per year, and they should be, according to seniority and fitness, promoted to sukanis. As regards firemen, the salary should be raised from Rs. 22 to Rs. 32 by yearly increment of Re. 1 and should be promoted to tindal. The services of Khalasis and firemen should be made permanent.

Holidays.—They receive no holidays on Sundays nor on any other Government holidays. Even on *Id* days, which are two great Muslim festivals, no holidays are given. We suggest that Sundays and other holidays should be given to them, or when on urgent work a launch has to be used that serivce on such holidays be counted as overtime

Allowance.—With regard to motor launches, the motor drivers were given Rs. 5, 10,15 and 20 respectively extra. In the month of June 1930, suddenly, without any information, these allowances were cut down by Rs. 5.

Grade of Motor Drivers.—The Motor Driver's grade was from Rs. 40 to Rs. 65. First grade from Rs. 40 to Rs. 80. The grade of Rs. 40 to Rs. 80 has been reduced to Rs. 40 to Rs. 65.

Transfers.—Men are too often, and as it seems unnecessarily so, transferred from launch to launch. These launches may be in a different part of the province. It is suggested that transfers should be managed by a higher officer.

VI.—Government Dockyard, Dawbong.

Burmese and Indian and Chinese temporary labour approximately 400 unknown.

Recruitment in Rangoon.—Work—(*a*) Blacksmith, (*b*) Turner, (*c*) Viceman, (*d*) Boilermaker, (*e*) Carpenter, (*f*) Foundry.

Unemployment.—Depends upon the work in the works. If there is less work temporary men are dispensed with. If there is work they are at once recruited.

Housing.—Temporary men are not given housing. Some few men may have housing provided. Some temporary maistries may be given housing. There are six rooms for six maistries with latrines. There are large barracks, made of timber. Family quarters are about 10 feet square, with kitchen. General latrines have to be used. Latrines for men and women are separate. Latrines are about 200 feet away. No rent is charged.

Water.—Water was laid only on the six maistry rooms this year. There are nine cooly barracks. One tap is given for a barrack. This is not sufficient. The water tank is small, and so water is not available, at all times. However, those living in the dockyard lines do get some water, but those who have to live outside get no water, as there is no pipe line laid there. Bathing water has to be obtained from rain water tanks, but drinking water has to be brought from the dockyard taps. But as the dockyard tank is small, very often no water is available. At least workers of the dockyard should be able to get water freely.

Health.—There is a doctor, and men receive good medical attendance.

Maternity.—No medical aid is provided.

Hours of work.—From 6-30 a.m. to 10 a.m.
12 Noon to 5 p.m.
Sunday is closed and pay is cut for the day.

Overtime.—Formerly when overtime was worked, men were paid at the rate of 5 hours for 4 hours worked. This rule has now been cancelled, and the same rate as day work is paid. We request that overtime be 1½ times that of day wages.

Public Holidays are observed, but pay is cut for the day.

Vacancy in permanent staff is filled up from those working. There are: (1) Boiler Department, (2) Turner, (3) Blacksmith Shops, (4) Foundry, (5) Carpenter, (6) Vicemen, (7) Painter, (8) Carpenter, (9) Motorshop. In all these departments only three men are permanent, *i.e.*, (1) Filter Maistry, (2) Boilerman Maistry, (3) Carpenter Maistry, (4) Motorshop Maistry. All the other workers are on the temporary lists, and are treated as casual labour. Therefore, (*a*) if an hour or two leave is taken, no pay for that provided is given. (*b*) If we are sick we receive no pay. (*c*) We have no leave pay. (*d*) No pension or bonus is paid to us. And yet there are men who have been working in this factory from the time the Government has taken it over.

Wages.—All wages are paid on daily basis. Because of this system rates of wages have been reduced. During the general strike in 1920, rates were increased, and specific rates were fixed for different works. Now this rule is no longer observed. For instance, boiler maker was on Rs. 2-0-6 pies per day, now he is paid no fixed pay, but Rs. 1-12 or Rs. 1-8 is paid. We request that the rates which were formerly fixed should now be strictly adhered to.

Permanent and Temporary.—We request that a larger staff or permanent hands be maintained, as it is most difficult for us to live in this uncertain manner. All the staff above the maistries is permanent: we do not see why the poor workmen alone should bear all the burden of unemployment. We request that at least those of us who have worked for five years, the same rules should apply with regards to leave rules. Men with ten years' service must be made premanent.

VII.—Service in Launches used on the Rangoon River for towing of Cargo boats, and other Riverine Work.

I. Recruitment.—Labour is recruited by the owners in Rangoon. The workers are Muslims from Chittagong.

III. Health.—(24) No medical facilities are provided. No first-aid materials are kept on their launches.

Suggestion (*a*) Workers on these launches when ill should be given medical aid, or expenses be borne by the employers, and (*b*) Full set of first-aid materials should be kept on the launches.

VII. Safety.—Arrangements are suitable.

IX. Hours of Work.—In most cases the practice of the employers is to work fully a few of their launches and keep the rest idle and the crew of those in work have to do extra work night and

day. During the slack season on the river from about August to November, the crew of a portion of the launches is discharged, and the remainder have to bear the brunt of the work. The crew not required is discharged summarily without notice or salary in lieu of notice, in the manner of daily paid workmen, although the men are employed monthly.

Suggestions.—Workers on the launches which have to do night work for more than two nights in the week should have double shift, and if this is not constant, night work should be counted as overtime at double day rates.

VIII. Workmens' Compensation.—Workers of riverine launches should come under the Workmen's Compensation Act.

XII. Wages.—Although the type of work in all Riverine launches is same, there is a great diversity in wages. Very few men get the opportunity of serving the same master for any length of time because of constant change of crews in many of the launches, and therefore even in concerns where there is a system of increment very few are able to get advantage of the increment.

The wages range from :—

	Rs. Rs.
Serang	40 to 70 per month.
Sukhani	29 „ 34 „
Khalasi	21 „ 22 „
Maistry	40 „ 75 „
Oilman	29 „ 32 „
Fireman	27 „ 29 „
Coalman	22 „ „
Cook	16 „ 19 „

Wages in each establishment differ.

Suggestion.—It is necessary that a minimum wage board be appointed to fix the minimum wages for each grade according to the horse power of each launch.

Bonus.—In some concerns a month's wage or part of it is paid as bonus when an employee is going on leave after three or four years' service, but such cases are only in the case of serangs.

Trade Unions.—There are none. Most of the workers in this occupation are members of the Labour Association.

Trade Disputes.—There was a strike in 1923. They were induced to resume work on the promise that their grievances would be sympathetically considered, but nothing has been done since.

Leave.—They are given leave without pay for any length of time they require.

Service.—Their service must be considered in the manner of those with monthly wages ; they must be given one month's notice for discharge ; they must get three months' leave with pay for three years of work.

THE BURMA INDIAN CHAMBER OF COMMERCE.

Letter from the Secretary, Burma, Indian Chamber of Commerce, dated the 4th September 1930.

I am directed by the Committee of the Burma Indian Chamber of Commerce to forward hereby their views on the questions before the Royal Commission on Labour in India.

At the outset, I am directed to observe that my Chamber is a body comprising various commercial, industrial and trading interests. Although several of its members are, either individually or collectively, large employers of labour, my Chamber as a body is not in a position to offer criticisms on some of the technical aspects of the questions within the purview of your Commission. The observations of my Chamber will therefore be generally confined to broad principles and questions of general policy in regard to the condition of labour.

Before dealing with the various subjects included in the Schedule issued by the Royal Commission, my Committee desire me to make the general attitude of my Chamber towards labour quite clear. My Chamber welcomes the healthy growth on proper lines of Trade Unions in the country and is always prepared to support all measures, taken either by Government or any other agency, which may tend to ameliorate the conditions of labour. My Chamber is firmly of opinion that the industrial advancement of any country largely depends on the most cordial co-operation between capital and labour and that a contented labour force is the greatest asset for the success of any industrial enterprise. My Chamber is aware that the present condition of labour leaves much to be desired and there is a wide scope for its improvement. My Chamber is therefore glad that the Royal Commission has been appointed " to enquire into and report on the existing conditions of labour in industrial undertakings and plantations in British India, on the health, efficiency and standard of living of the workers, and on the relations between employers and employed, and to make recommendations." My Chamber hopes that the Royal Commission will make such recommendations as will tend to benefit labour and the industries

alike. At the same time my Chamber begs to submit that the recommendations of the Commission should not be merely a copy of what has been adopted in the West but should be based on the conditions as they exist in India. It is apprehended that any recommendations which do not take the peculiar conditions of India in regard to her industrial organisation and her labour force fully into account are bound to do more harm than good.

Having made these preliminary observations, I am directed to deal with some of the subjects mentioned in the Schedule.

I.—Recruitment.

1. *Origin of Labour.* (A) Factory Labour. Rice milling is the most important industry in Burma, employing a very large labour force. Other factories employing labour on a fairly large scale are saw-mills, oil refineries, match-factories, foundries, Railway and other workshops, etc. All labour employed in the factories, except paddy carriers in the rice-mills, is recruited locally. The paddy carriers are recruited in India.

(B) Labour employed outside Factories. Such labour mostly comprises shipping labour, labour employed by public bodies like the Municipal Corporation, Port Trust and the Development Trust, and transport labour. All this labour except labour for landing coal and salt is recruited locally.

(C) Casual Labour. This includes rickshaw pullers, hand-cart pullers and sampanwallas. They are all recruited locally. Most of the labour employed in Burma is Indian labour comprising Telugus, Tamils, Chittagonians, Hindustanis, etc. Burmese labour is generally employed for light work, *e. g.*, filling boxes with matches in match factories. Chinese labour is also employed on a small scale. The main reason why Indian labour has to be employed is that trained Burmese labour has so far not been sufficiently available. Even the Burmese employers have to depend on Indian labour because it is trained and efficient. It will be obvious that labour recruited in India is comparatively very small. It is estimated that out of about 3 lacs labourers, about 25,000 are recruited in India.

3. *Methods of Recruitment.*—The various methods of recruitment have been fully described in the "Report of an Enquiry into the Standard and Cost of Living of the Working Classes in Rangoon," by Mr. J. J. Bennison, B.A., I.C.S., Officer-in-Charge, Labour Statistics Bureau, Burma, 1928. (Paragraphs 181 and 182.) My Chamber therefore does not propose to go over the ground again in this memorandum.

It will be seen from the Report referred to above that most of the labour is recruited through the Maistries, and wages for such labour paid through Maistries. Such labour remains indefinitely indebted to the Maistries and has grievances as regards the manner in which loans are recovered by the Maistries and that of payment of wages through the Maistries. The existing methods therefore require improvement. My Chamber thinks that although it is difficult to make any drastic changes in the present system at a stroke, the establishment of official agencies not only for recruitment but also for looking after the welfare of labour would be a welcome step. It also suggests that an Indian Labour Commissioner, who must be a nominee of the Government of India, should be posted in Burma to look after the interests of Indian labour and he should keep in close touch with those provinces from which such labour emigrates.

4. *Extent and effects of disturbance of family life.*—Most of the Indian labourers, who are married, leave their wives behind and for unmarried labourers, there is a paucity of Indian girls of marriageable age. The result is a serious disturbance of family life which naturally leads to moral degradation of both married and unmarried labourers.

7. *Unemployment.*—Unemployment would appear to be widespread among literate and educated classes as well as among manual labourers.

Unemployment among the former is due to the fact that there are not sufficient openings for such persons, which is further aggravated by the present depression in trade and industries all round. The scope of employment in Government service is very limited and the legal and medical professions are overcrowded.

Unemployment among the labouring classes is due to the policy of Government in regard to indigenous industries, which do not receive as much assistance and encouragement from them as they legitimately should. The general trade depression throughout the country is further responsible for such unemployment. It is also due to displacement of labour on a large scale by the introduction of mechanical devices. If, however, such mechanical devices could be manufactured in the country the labour displaced by their introduction could be employed for the manufacture of such devices.

For alleviating and remedying distress caused by unemployment my Chamber is of opinion that Government should (*a*) encourage indigenous industries by all possible methods; (*b*) provide suitable arrangements for technical education in skilled trades; (*c*) adopt a liberal policy in regard to the employment of the sons of the soil in Government Service; (*d*) provide facilities for cultivating idle lands to those who require such facilities.

III.—Housing.

The problem providing suitable housing for labour has for some time now engaged the serious attention both of Government and private employers and some steps have been taken to provide such housing. My Chamber however believes that much remains to be done in this direction.

My Chamber may be permitted to point out that although the provision of housing by employers has come to be recognised as desirable it is too much to expect the employers to find the necessary capital and organisation to provide housing for their employees. This would in the opinion of my Chamber, put a heavy burden on the industries concerned, which they are not in a position to bear. My Chamber is therefore glad to note that the Local Government has under consideration a scheme for the provision of chawls for the labour class and for the erection of a rest-house on the foreshore in Rangoon which is proposed to be financed by the imposition of an extra tax of Re. 1 on every male passenger leaving Burma. While offering its views on the proposed scheme, my Chamber has pointed out to the Local Government that although this tax would add to the hardships of the outgoing labourers who are already paying a tax of Rs. 2 per head, in the absence of any suitable alternative source of taxation and in view of the urgency of the problem, my Chamber, with great reluctance, has decided to accept the proposal subject to certain reservations. My Chamber is unable to agree to the suggestion of the Local Government that the Development Trust should be entrusted with the execution of the scheme. It has suggested that (1) a separate Trust should be set up for the purpose of carrying out the proposals and that such Trust should, in view of the purely Indian interest involved, have a majority of Indians on it, with the Director of Public Health, the Health Officer of the Corporation and the Chief Superintendent of the P. W. D. as members and the Chief Inspector of Factories and the Director of Labour Statistics Bureau, as advisors to the Trust; (2) the entire proceeds of the surcharge should be earmarked for the building of houses for labourers; (3) the Trust should make all arrangements with regard to the building and the rents to be paid to the labourers; (4) the income of the Trust should be devoted to the improvement of the labourers, social, moral, physical and educational; (5) Government should make a grant to the Trust, by acquisition or otherwise, of rent-free land for the purpose of building houses in a suitable locality; and (6) the Port Commissioners and the shipping companies should be requested to contribute substantially towards the cost of the rest-house on the foreshore.

IV.—Health.

In the opinion of my Chamber, the general health conditions of workers is far from satisfactory. Although no separate figures are available of mortality, infant or adult, and of birth-rate among industrial workers, it is safe to presume that the rate of mortality is very high as compared to the birth-rate. This may be more or less due to the working conditions both at work-places and at home, which are not always satisfactory or congenial. It is certainly largely due to want of education among the labouring classes in the elementary rules of hygiene and of cleanliness. Their diet, which may be insufficient and may also be lacking in nutritious elements may also be partly responsible for their bad condition of health. Whatever the reasons may be the fact remains that they are easily susceptible to attacks of diseases like malaria, hook-worm, influenza, cholera, small-pox, etc. Moreover, the disturbance of sex ratio in industrial cities has the most undesirable effect of spreading contageous diseases among the workers.

The medical facilities provided by employers and by Government are not quite satisfactory. Government hospitals and dispensaries are insufficient. Maternity shelters are provided by Infantile Welfare Society, which employs lady doctors. The Corporation of Rangoon also employs lady doctors to inspect houses, schools, etc., and to give general advice to women. Trained midwives are also available but their fees put them out of the reach of the poor classes. Unqualified *dais* are generally dying out.

Medical facilities are generally freely utilised by the workers but there is room for much improvement by the provision of more doctors and by propaganda to teach workers to obey and carry out medical advice properly. My Chamber suggests that Government and the Rangoon Corporation should budget for a far larger expenditure for medical relief. Attempts should also be made to persuade charitably disposed people with ample means to help in this direction.

Sanitary arrangements at work-places and at home are generally satisfactory but the supply of water in Rangoon is inadequate. Outside of Rangoon, better attention needs to be paid to the sterilization of water.

As regards official supervision, my Chamber suggests that the officers concerned should see not only that houses are sanitary but also that the surroundings are sanitary.

V.—Welfare.

As far as my Chamber is aware, very little is being done for the general welfare of workers either by employers or by Government. Some large employers have provided facilities for

education but looking to the large labour force, they have proved entirely inadequate. No provision is made by employers for old age and premature retirement. No co-operative efforts worth mentioning have yet been made and my Chamber believes that there is a splendid scope for such work because it is perhaps the one way of making labour self-reliant.

VI.—Education.

Educational institutions exclusively meant for children of industrial workers and established by employers are very few and no statistics are available as to the actual number of children in such industrial localities. It may be pointed out that industrial labour being mainly Indian and speaking different languages the provision of educational facilities becomes difficult and expensive. As for the education of children employed in factories, there are no special facilities provided except by the Burmah Oil Company and the Burma Railways. For adults, there are no educational institutions run either by employers or Government. There are a few night-schools in Rangoon carried on by public agencies some of which are helped by Government. My Chamber firmly believes that free and compulsory education is the only remedy to improve the present state.

As for industrial and vocational training, Government has opened the following, *viz.*, (1) Training School at Amarapura, (2) Pottery Works at Insein, (3) Laquer-ware School at Insein, (4) Insein Technical Institute for the training of Civil and Mechanical Engineers and (5) Rangoon University Engineering College.

It is obvious that men who have received education are more self-reliant, efficient and understand their responsibilities better than the illiterate workers.

IX.—Hours.

Under the present law, labourers cannot be made to work for more than 10 hours a day in factories. This maximum limit has been fixed in pursuance of the First Convention of the First Session of the International Labour Conference, which provided specifically different treatment for Asiatic countries like India, in view of the difference in climate, economic conditions, organisation of industries, etc. It is possible that a demand for a reduction in hours of work will be put forward before the Commission. My Chamber ventures to submit that from an economic point of view, such a demand would hardly be justified unless it were possible to reduce wages or to improve the efficiency of labour substantially. The Commission will doubtless realise that a reduction of wages is hardly feasible. If therefore hours of work are to be reduced without any loss to the industry, efficiency of labour must correspondingly improve. If this happens, my Chamber would heartily support any reasonable reduction in hours of work. There is another factor, which, in the opinion of my Chamber, militates against the reduction of hours. While the advanced industrial countries, which have got a less number of working hours, have got an effective tariff policy for safe-guarding their respective industries, my Chamber regrets to point out that owing to the absence of an effective protective policy and the backward stage of her industries, India at present cannot afford the luxury of short hours without a great blow to her industrial progress. It may further be brought to the notice of the Commission that even some of the advanced countries have not seen their way to ratify the Convention referred to above which India with all the disadvantages has ratified and put into effect. Any further reduction in India under the existing conditions therefore would, to say the least, be premature and prove disastrous to her economic interests.

XII.—Wages.

Mr. J. J. Bennison has given in his "Report on the Enquiry into the Standard and Cost of Living of the Working Classes in Rangoon," incomes of labourers in different industries. My Chamber desires to point out however that the incomes are unduly exaggerated because they are calculated for the whole month on the basis of the daily wages. Mr. Bennison has not taken into account the very important fact that employment in industries is not continuous. In rice mills, for instance, paddy carriers and rice bag carriers get regular and continuous employment only during certain months, erratic work during a few months and no work at all for some months. As regards coal and salt carriers, Stevedore labourers get on an average about 10 days' work per month, while the wharf labourers get about 20 days' work. The same is the case with agricultural labour. This accounts for the low standard of living and poverty of the working classes inspite of the high rates of wages which have come to stay since the post-war period. My Chamber requests the Commission to examine this factor very closely as it seriously affects not only the workers but also the general well-being of the country. The unemployment of a large number of able-bodied men, willing and able to work but forced to remain idle for want of employment, means a tremendous waste of human energy and an irreparable and incalculable loss to the material wealth of the country.

No bonus is paid to factory labour except to paddy carriers in rice mills. No system of profit-sharing is in existence.

XIII.—Industrial Efficiency of Workers.

My Chamber is of opinion that as compared with a generation ago, efficiency of Indian labour has much improved but there is a considerable leeway to be made up before it can attain the standard of efficiency of workmen in the Western countries.

It is rather difficult to compare the productive efficiency of Indian with that of foreign labour because in doing so, account must be taken of the influence of factory environments in different countries and proper allowance should be made for the advantage of mechanical appliances available to the workers. My Chamber is of opinion that the sanitary requirements of factories enforced by law at present have yielded positive results with regard to the health and physique of the workers. It begs to point out, however, that the majority of workers, due mainly to ignorance, are generally addicted to drinking alcohol and consumption of narcotic drugs. This seriously affects their health and consequently their efficiency. Moreover, any monetary advantage given to them in the shape of higher wages or bonuses tends to stimulate these injurious habits instead of its being utilised to raise their standard of living or to any other good account. My Chamber has therefore definitely come to the conclusion that no measure for improving the general condition of labour will be so effective as the enforcement of free elementary education. My Chamber also considers it essential to prohibit the consumption of alcohol and narcotic drugs by law for the amelioration of the condition of the labouring classes.

XIV.—Trade Combinations.

The Trade Union movement in Burma has up till now not developed at all. Most of the Trade Associations came into existence mainly as a result of some specific grievance followed by a strike. But as soon as the strike was over, the Association concerned became almost defunct. My Chamber believes that this unsatisfactory state of affairs is due to the general illiteracy of workmen, who are unable to appreciate the benefits of organised efforts on proper lines. My Chamber would welcome the formation of genuine Trade Unions on sound and healthy lines because they would conduce to the mutual benefit of the employers and the employed. The present position militates against the interests of the industries and labour alike because strikes are declared *at random* without notice resulting in a colossal economic loss. The employers are generally quite unprepared for the emegency and at times are even unware of the grievances, which have brought about the strike. It is also difficult for them to negotiate for a settlement as there is no recognised authority on the side of labour. Hence, if recognised Trade Unions are in existence the difficulties mentioned above would disappear and industries would be saved from unnecessary losses which hit the employers and employees alike. My Chamber considers it most essential that Trade Unions should be run and managed by the workers themselves although it does not object to assistance being rendered by outsiders for a temporary period. Only when Unions are run and managed by workers themselves, a true sense of responsibility would dawn upon them.

XV.—Industrial Disputes.

The chief cause of strikes has generally been either a demand for higher wages or a demand for overtime and strike-pay. Sympathetic strikes also take place. Some of these have been of a long duration. They have been generally settled by an understanding between the employers and the employees and Government have as a rule remained silent spectators. But it may be pointed out that in the recent shipping strike, which was followed by serious rioting, Government had to intervene and appoint a Conciliation Board under the Trade Disputes Act.

The loss to industries and workers as a result of a strike depends upon its duration but in some cases it has been colossal.

In this connection, my Chamber begs to invite the special attention of the Commission to the fact that in this country, lightning strikes are frequent because, due to their illiteracy and ignorance, workmen are prone to be easily misled. This, my Chamber believes, is injurious not only to the interests of the industries concerned but also to those of the workmen themselves. Labour should therefore be made to realise that its own interests and those of the industries are identical and inter-dependent. It is obvious that its claim for the betterment of its condition would have a much stronger moral as well as material basis when it is sufficiently educated to evince due regard to the preservation and progress of the industry.

My Chamber is of opinion that some suitable machinery should be instituted to intervene and to examine issues before a strike takes place. It would leave the Commission to decide what such machinery should be having regard to the peculiar conditions obtaining in the country. But as a temporary measure, my Chamber suggests that a standing Conciliation Board should be constituted and further that a panel should be formed of representatives of capital and labour. Whenever any trouble between employers and labour is apprehended the Conciliation Board, assisted by one or two representatives each of capital and labour selected from the panel, must intervene at the earliest opportunity in order to bring about a settlement.

XVII.—Administration.

It appears to my Chamber that industries being under the divided control of the Central and Provincial Governments, questions affecting industries and labour have been considered rather spasmodically. The Central Legislature, where vital questions affecting industries are discussed and decided, suffers from inadequate representation of industrial interests while the Local Government, conscious of the limited extent of their authority and responsibility, are not inclined to give as much attention to such questions as they legitimately deserve. My Chamber is therefore inclined to suggest that the relations between the Central and Provincial Governments in this respect should be re-adjusted. The industrial and commercial interests should be allowed to have a larger representation in the Central Legislature or if this is not possible, the Provincial Legislature should have a greater control over industrial matters with a more adequate representation of interests affected.

XVIII.—Intelligence.

At present an index of the cost of living of labourers is published by the Director of Statistics and Labour Commissioner, Burma. My Chamber considers this quite inadequate, and it suggests fuller and more comprehensive compilation of labour statistics and statistics of prices of commodities for working classes and all other data which will help to secure better understanding of ths issues by the employers and the employees. My Chamber would insist on greater co-operation between the Government and associations of employers and labour for the compilation of accurate statistics.

Before concluding, I am directed to invite the special attention of the Commission to one or two points which my Chamber considers of utmost importance. My Chamber submits that the action taken by Government during the last few years in respect of questions relating to labour appears to be one-sided in that while they have been too eager to give effect to the Conventions and Recommendations of the International Labour Conference, they have been slow to a fault in extending legitimate protection to any industry when such intervention was obviously called for. Their indifferent attitude towards the interests of indigenous industries is well-known. The Commission will doubtless realize that if the condition of labour is to be permanently improved the weakness of India's industrial position must be duly recognised and suitable steps must be promptly taken to remedy this defect. It is obvious that any measures adopted for the general improvement of labour impose an additional burden on the industries which all of them may not necessarily be in a position to bear. My Chamber therefore feels that whenever such measures are adopted, it should be open to any industry to prefer its case for special protection. The present policy of Government which passes under the name of " discriminating protection " is quite inadequate and even under this policy, Government have been found too slow to act and sometimes do not act at all. My Chamber would advocate the adoption of a national economic policy under which interests of the country as a whole should be considered. An immediate relief granted to an industry at the first sign of difficulty arising from increased burden as a result of labour legislation or from any other causes such as subsidised or unfair competition from abroad, is of vital importance to interests of labour itself as it saves the industry from weakness or extinction and thus maintains full scope for the employment of labour. Further my Chamber begs to suggest that any legislation in the interests of labour should not be initiated by Government without definite information as to whether such legislation has been adopted by other countries; and when it has been discovered that it has not been adopted by certain countries, whose products are imported into India, the tariff barriers against such products should be definitely raised. This measure, if adopted, would prove beneficial to labour itself, which shares the fortunes of an industry in which it is employed.

Lastly, my Chamber would like to repeat and emphasise that employment in India is not continuous and hence earnings of labour are inadequate. This factor accounts for their low standard of living and their extreme poverty. The Commission will realise that unemployment of a large human force for a fairly long period is a huge economic waste from the point of view not only of such unemployed workers but also from that of the country as a whole. My Chamber hopes that the Commission will carefully look into this aspect and suggest suitable steps to remedy this evil.

My Chamber is prepared, if called upon, to depute representatives to give oral evidence and the most convenient place for the purpose is Rangoon.

BURMA CORPORATION LIMITED.

In the belief that it may prove useful to members of the Royal Commission upon their forthcoming visit to Namtu, the following synopsis of the activities of the Burma Corporation and of the conditions of employment it affords, has been prepared. There has not been time nor has it been thought desirable to use any elaboration and, consequently, the information given is almost entirely confined to plain statements of fact.

I

The Bawdwin Mine upon which the whole industry conducted by the Burma Corporation is founded is probably, with one exception, the largest individual silver, lead, zinc deposit within the British Empire, while it is true to say that no other known large deposit contains ore of such high average grade.

In the early years of the 15th century, it was known and worked by the ancient Chinese who confined themselves to the extraction of silver which could be readily transported back to their own dominions. It was undoubtedly used by them as a penal settlement and it was not abandoned as such until the outbreak of the prolonged Panthay rebellion which devastated Western China from 1855 to 1873.

Not until 1901 did the deposit, as represented by slag dumps left by the Chinese, attract further attention nor was the first Company formed to obtain a lease and to develop it until 1907. From that date until the present Corporation was registered in 1919, there is a long and absorbing history of great difficulty and high endeavour which, for the present purposes, need not be detailed.

In 1919-1920 the foundations of a comprehensive programme of construction and development were laid, and that programme has been followed consistently ever since.

The outturn of metals has steadily expanded as the following figures will show :—

	Silver (ozs.)	Lead (tons).	Zinc Concentrates (tons).	Copper Matte (tons).
1919	2,164,856	18,534		
1921	3,540,812	33,694		
1922	4,191,819	39,213		
1923 (6 months.	2,266,874	21,654		
1924	5,114,721	47,109	12,364	2,340
1925	5,049,328	48,514	17,332	5,206
1926	5,216,102	51,270	33,643	9,869
1927	5,088,042	56,791	54,287	12,141
1928	6,926,901	72,388	62,195	12,388
1929	7,347,333	78,716	60,180	10,719
1930	7,254,780	79,267	58,335	12,904

That a production of such dimensions should have a continuously important bearing upon State revenues and upon conditions of employment over a wide area is self-evident.

The following figures taken for the year ending 30th June 1930 give a fair summary of some of the direct payments made by the Corporation to the Government and to public authorities upon various accounts :—

	Rs.
Income and Super Tax	31,86,587
Royalties	4,20,327
Police	57,110
Burma Railways	44,49,150
Port of Rangoon	5,40,000
Thathameda Tax	1,41,815
Customs	2,15,000
Silver Excise Duty	5,28,055

During the same period the number of workpeople employed directly in all departments which include Forest and Iron Ore areas widely separated from Namtu was about 15,000, whilst a much larger number depended indirectly as dependents of employees, as traders or as agriculturists upon the activities of the Corporation. It will no doubt be of interest to know that the total wages disbursed last year amounted to Rs. 1,22,11,412.

II

It is impossible to read any of the earlier published reports issued by the Corporation without being impressed by the regularity with which the absence of an adequate and sufficiently permanent labour force is stressed. Indeed that was the major difficulty of the earlier years of pioneering and development, and not until 1924 can it be said that it was effectually overcome.

It is necessary in the first place to understand that there is an entire absence of suitable indigenous labour. The Shans do not in any degree adapt themselves to regular industrial employment. They are fundamentally an agricultural people, and their necessities have not as yet compelled them to seek other modes of life.

It can truly be said that the whole effective working population comes to Namtu and Bawdwin of its own accord over great distances of land and sea attracted by the conditions of employment which are known to offer in those industrial centres.

The principal areas rom which our labour comes are the contiguous Chinese province of Yunnan and, in India, the districts of Gharwal and Orissa, while there are many employees who come from such widely separated areas as the Chinese Shan States, the Punjab and the Madras Presidency. Comparatively few Burmans have offered themselves for employment outside the Forest areas.

The proportion of men from these several districts is constantly varying owing, in India, to economic conditions and, in China, to kaleidoscopic political changes, but there is a gratifying tendency for the labour force constantly to increase both in efficiency and in permanence, a sure token that the conditions of employment are generally regarded as favourable. The steps taken to bring about the present happy state of affairs were to send small expeditions both to China and to India in order to give publicity to the fact that a large programme of development was in progress and that there was a prospect of a large measure of employment; simultaneously new housing and hospital accommodation of an up-to-date pattern was provided, together with a series of provision stores from which men could obtain their requirements cheaply and without recourse to the money-lender. These expeditions took place in the period 1922—1924. The real problem is now to regulate the supply of men to accord with the work in hand, and it not infrequently occurs that great difficulty is experienced in finding employment for bodies of men who may have travelled hundreds of miles to secure it.

Letters have been received from Chinese officials which show how reliant the Chinese in their districts have become upon securing regular work at Namtu and how concerned they are when the annual programme cannot accommodate the numbers who intend to present themselves.

The prevalence of the family system is an interesting feature; both amongst Indians and Chinamen. It is the common practice for one member of a family working under the Corporation to await the arrival of another to relieve him before he himself makes his periodical visit to his home. The system is a good one for it means continual access of skill and efficiency, as well as a continuous flow of earnings into the family exchequer.

III

It is necessary then to examine the actual conditions of employment in the Corporation's areas which continue to attract so large a number of workpeople; wages; housing, all of it rent free; facilities for obtaining food and necessaries; sanitation; adequate water supply; hospital accommodation and facilities for recreation. Upon the subject of these general amenities very little need be said, because the Commissioners will have ample opportunity for personal inspection and will be able to observe for themselves that it has never been the policy of the Corporation to spare available money to provide all reasonable requirements.

The Asiatic Hospital which caters for the Corporation's own employees, as well as for the surrounding area in return for a small contribution from Government, will be open for inspection. The Stores and the Time Office may also be visited and their systems of working explained.

The Asiatic Clubs which have been established by the Corporation are also worthy of special mention: they are most efficiently conducted by the members themselves and have amply fulfilled the highest expectations formed by the Management at their inception.

As regards the rates and method of payment of wages, the Management will also be pleased to supply the fullest information. The greatest care has always been exercised to insure that wages are paid promptly and that his rate of pay and conditions of employment are understood by the individual employee.

The contract system is largely employed both at Bawdwin and at Namtu, and there are a number of experienced contractors of long service under the Corporation who command its confidence as well as that of the workpeople themselves. That these contractors experience no difficulty in securing men to work for them is the surest proof of their fair dealing and of the fact that the men generally do at least as well as they would do as daily labourers in which capacity they could alternatively find employment.

In the existing circumstances it is quite certain that any contractor who failed in his obligations to his men would so far forfeit their confidence and that of the Corporation as to deprive himself of all future prospects of securing work.

As with daily labourers, so with men working under contract, wages are paid promptly and to the men individually without the intervention of any intermediary. There is no evidence whatever that contractors prey upon their men after the payment of their wages or that they compel them to buy food or necessaries from them at exorbitant prices. Indeed the system of stores which the Corporation has evolved, and maintains under the strictest supervision, has deprived the would-be profiteer of most of his opportunities and serves to restrain retail prices throughout the district. Not infrequently in times of high food prices the Corporation has authorised the sale of rice below the market price. The Stores are run under efficient and experienced management for the benefit of employees and profits are restricted to the lowest level compatible with running expenses and a moderate rate of interest upon the capital outlay.

IV

A Staff Provident Fund has been established in which European and Asiatic members are alike deeply interested. The fund is vested in trustees and the capital sum now amounting to some Rs. 42,00,000 is invested in the securities of the Government of India. The Corporation maintains the capital at the level of its obligation to the Fund out of its earnings in spite of the heavy depreciation in those stocks which has recently occurred. The Corporation's contribution during the past year was Rs. 8,17,214. The General Manager, or the Secretary in Rangoon will be pleased to supply copies of the rules.

V

The result of the care and forethought which has guided the Corporation, realising its responsibilities and its own best interest, in its relations with its labour force, is evidenced by the high degree of well-being and contentment which prevail in all its concessions. The measure of prosperity which the Corporation itself has achieved since the programme of 1919-1920 was adopted, could not have been attained without the goodwill, co-operation and mutual prosperity of its work people.

It is indeed the pride of the management that nowhere in India are relations between masters and men and peoples of such diverse races and creeds as are collected at Namtu, more cordial or more beneficial to the common good.

In this connection the text of an address presented to His Excellency the Governor of Burma, Sir Charles Innes, K.C.S.I., C.I.E., I.C.S., on the occasion of his first visit in March, 1928, is unsolicited evidence of these happy relations, and reads as follows: —

"MAY IT PLEASE YOUR EXCELLENCY,

We, the Asiatic Employees and Contractors of the Burma Corporation, Ltd., and Residents in Namtu and Suburbs, feel ourselves proudly privileged to have this opportunity to accord a hearty welcome to Your Excellency and Lady Innes on your first visit to Namtu. We cannot be too grateful to Your Excellency for your gracious kindness in having only too willingly spared your invaluable time in meeting our representatives and elders at each of our archways this evening and in honouring us with your presence here to-night.

"It will doubtless be a source of pleasant pride to Your Excellency to find nestled together in this bosom of the Shan Hills a cosmopolitan population comprising of Europeans, Anglo-Indians, Burmans, Shans, the Chinese and the various denominations of the Indian community including a fair proportion of those hailing from the Madras Presidency where Your Excellency's strenuous service for nearly two decades is a significant and yet a fresh page in the history of Your Excellency's administration.

"It will be all the more a source of gratification to Your Excellency, that against the diversity of caste, colour and creed of the constituents of this cosmopolitan population stands in bold relief, the unity of their interests with the Burma Corporation, and in striking contrast with the din and disturbance of the clang and whirl of machinery of this great industrial camp, there abides the peace and harmony of these people—a peace uninterrupted by party factions and unmarred by political agitations.

"Blessed with this quiet-happiness and more blessed with the generous treatment of the Burma Corporation, the Address which we present to-night for Your Excellency's gracious acceptance is reflected in the condition that we have no grievances to recite, no cause to represent. In this connection we beg leave to mention our gratitude and assure of our loyalty to the Burma Corporation for their kindness in providing thousands of their employees with respectable housing accommodation, suitable water supply, hospital and sanitary arrangements and other amenities of life.

"In token of our appreciation and esteem of Your Excellency's kind visit to Namtu and to this Club, we beg leave to present this Address in English together with its translation in each of the following nine vernaculars :—

Shan	Gurmuki	Bengali
Burmese	Tamil	Oori
Chinese	Malayalam	Gurkha."

BURMA CORPORATION LIMITED, MINE DIVISION.

Memorandum dealing with the Contract Bonus system of payment operating at the Bawdwin Mine.

1. Eighty-two per cent. of the stopes worked in the Mine for the extraction of ore for shipment to the smelters are worked on a 'Contract Bonus' system.

All miners, muckers and truckers in these stopes, as in all other departments of the mine, are registered by the Company's Labour Registration Bureau at Bawdwin, and are paid

half-monthly on their attendances at their daily rates of pay (the minimum rate for an underground worker being Rs. 1-4 per day—maximum Rs. 2-4 per day).

3. In explanation of the 'Contract Bonus' system, a stope is let on contract to a crew of normally 15 men (5 on each shift including 1 leading miner) at a given rate per set of ground broken, timbered and subsequently filled—the rate is Rs. 35 per set of ground 7′-4″×5′×5′ and Rs. 45 per cutting in set which requires the laying of square set cap and strut sills.

4. Prior to commencing work in the stope on the 'Contract Bonus' system, the rates to be paid, per set of ground, are agreed between the Company of the one part and the three leading miners (one on each shift) of the other part.

At the end of the month the number of sets obtained is worked out at the contract rates agreed and this contract amount then constitutes the earnings of the crew of 15 men for the month.

The wages of the crew as shown by the Company's Pay Rolls at their daily rates of pay is then totalled and the total amount of their wages is deducted from the contract earnings, the resultant surplus known as the 'Contract Bonus' is distributed amongst all the men in the crew *pro rata* on the amount of each man's monthly earnings, each man's contract bonus is then credited to him on a column provided on the Company's Pay Rolls, and the workman receives the total amount of his wages plus bonus in his second half month's pay envelope.

NOTE.—Before distributing the surplus earnings, 10 per cent. of it is apportioned for division amongst the three leading miners and is credited to them in addition to their normal share of the bonus.

5. The leading miner in each contract stope receives a statement of account prior to 'Pay Day' showing the number of sets he has been paid for during the month, the surplus earning or 'Contract Bonus' and the distribution of the bonus to each man in the crew.

6. All workmen are allowed to draw provisions from the Company's Provision Store, at any time during the month, up to 50 per cent. of their earnings as shown by their Time Cards.

The accompanying specimen statement showing stope 0-11 BE worked on contract during September 1930, together with the wages pay roll of the crew working this stope, demonstrates the manner in which the system works.

BURMA CORPORATION, LIMITED.

MINE DEPARTMENT.

Underground contract bonus—September 1930.

	Rs.	a.	p.	Work No.	Amount of bonus. Rs.	a.	p.
Working Place—Stope 0-11 BE				..	....		
Leading Miner No. 9097—Day shift				985	20	1	0
No. 3525—Afternoon shift				1236	20	1	0
No. 11178—Night shift				2980	22	1	0
				9097	13	0	0
					25	2	0
September Retention—Rs. 350				9453	24	1	0
October Retention—Rs. 400				2743	21	11	0
				2803	23	13	0
6¾ Sets @ Rs. 45 =	303	12	0	3518	23	13	0
19¼ Sets @ Rs. 35 =	673	12	0	3525	13	0	0
					28	2	0
Total ..	977	8	0				
				9324	23	13	0
Less Retention ..	50	0	0				
				97	25	2	0
	927	8	0				
				191	22	15	0
Less Wages	532	14	0				
				792	24	1	0
Balance	394	10	0				
				1940	20	14	0
Less fines	0	13	0				
				11178	13	0	0
Total Bonus paid	393	13	0	..	29	3	0
			Total ..	..	393	13	0

DAYMEN'S PAY ROLL.

The following men were employed on Stope 0-11 BE Bawdwin Mine during the month of September 1930.

Number.	Name.	Employment.	Total No. of days.	Rate.	Total Amount.	Thathameda Tax.	Amount Due.	Add Bonuses (Contract).	Amount to be paid.
	Day Shift.			Rs. a.	Rs. a.		Rs. a.	Rs. a.	Rs. a.
9097	Amir Singh ..	Leading Miner	12	1 10	19 8	5	14 8	38 2	52 10
985	Guria	Mucker ..	12	1 4	15 0	5	10 0	20 1	30 1
1236	Dalu Wa ..	Miner ..	12	1 4	15 0	5	10 0	20 1	30 1
2980	Hera Mani ..	Miner ..	12	1 6	16 8	5	11 8	22 1	33 9
9453	Pratap Singh ..	Miner ..	12	1 8	18 0	5	13 0	24 1	37 1
	Afternoon Shift.								
3525	Gumani	Leading Miner	13	1 10	21 2	5	16 2	41 2	57 4
2743	Seeree Dhar ..	Mucker ..	13	1 4	16 4	5	11 4	21 11	32 15
2803	Nand Ram ..	Miner ..	13	1 6	17 14	5	12 14	23 13	36 11
3518	Ganga Ram ..	Miner ..	13	1 6	17 14	5	12 14	23 13	36 11
9324	Kalu Singh ..	Miner ..	13	1 6	17 14	5	12 14	23 13	36 11
	Night Shift.								
11178	Basu Behira ..	Leading Miner	14	1 12	24 8	5	19 8	42 3	61 11
97	Duryo Dhan ..	Miner ..	14	1 8	21 0	5	16 0	25 2	41 2
191	Deb Singh ..	Miner ..	14	1 6	19 4	5	14 4	22 15	37 3
792	Balkrishnan Rawat	Miner ..	13	1 8	19 8	5	14 8	24 1	38 9
1940	Gagi Chand ..	Mucker ..	14	1 4	17 8	5	12 8	20 14	33 6
	Total wages for 2nd half of September 1930 ..				276 12	75	201 12	393 13	595 9
	Total wages paid in first half of September 1930 ..				256 2	..	..	..	..
	Grand total wages for the month of September 1930				532 14	..	..	..	..

Letter from the General Manager, Burma Corporation, Ltd., Namtu, dated the 31st October 1930.

Sequent to the request for certain information preferred by the Chairman of the Royal Commission at Namtu, N. S. S., on the 22nd instant, I have the honour to submit 4 copies of statistics with the following comment :—

(*a*) Number of workers (excluding Europeans) in the Burma Corporation's employ, September, 1930.

(*b*) Classification of Employees—details for each of two months being shown, January and September, 1930. Please note " Forest Department " in this tabulation and the variation between the numbers for the months chosen. The September employees may be regarded as permanent, whereas the January total includes Yunnanese (Chinese) seasonal migrant sawyers, muleteers and coolies who enter the Northern Shan States about mid-December and fell (under contract), saw the logs into boards and pack by mule and bullocks to railway sidings : departing from Namtu about end of March on the return journey to Yunnan.

(*c*) " Numbers and percentages of each nationality..... " : figures are for the month of September in each year, 1925 and 1930.

(*d*) Aggregate wages payments to Indians both day labour and contract.

(*e*) I have to inform that the " number of females living in above areas " yields misleading figures as a number of our employees (married and single) live within the Government villages of Panghai and E'hang adjoining the Corporation's leases. Other females dwell within the precincts of these towns, wives and daughters of business people, etc., not directly employed by the Corporation.

(*f*) Statement* showing the average number of employees and the number of accidents happened in various departments during the year 1929.

* Printed in consolidated form.

(*a*) Number of workers (excluding Europeans) in the Burma Corporation's employ.

	Bawdwin and Tiger Camp.	Namtu.	Total.
For less than 1 year	785	1,775	2,560
Do. 2 years and more than 1 year	1,117	1,727	2,844
Do. 3 years and more than 2 years	925	1,451	2,376
Do. 4 years and more than 3 years	772	919	1,691
Do. 5 years and more than 4 years	798	713	1,511
Do. 6 years and more than 5 years	749	717	1,466
Do. 10 years and more than 5 years	557	2,315	2,872
Do. 15 years and more than 10 years	88	656	744
	5,791	10,273	16,064

(*b*) Classification of employees of the Burma Corporation.

	January, 1930.	September, 1930.
Mines Act	7,035	6,218
Factories Act	4,922	5,036
Forest Department	4,108	833
Railway Department	1,474	1,332
Miscellaneous	2,305	2,645
	19,844	16,064

(*c*) Numbers and Percentages of each Nationality employed by the Burma Corporation.

	Year 1925.		Year 1930.	
	Total.	Percentages.	Total.	Percentages.
Indian (including Gurkhas)	7,384	60·6	10,798	67·20
Burmans	826	6·8	1,171	7·30
Shan and Meingtha	1,763	14·5	1,164	7·25
Chinese	1,538	12·6	2,322	14·45
Miscellaneous	672	5·5	609	3·80
	12,183	100·0	16,064	100·00

	Bawdwin & Tiger Camp.	Namtu.	Total.
	Rs.	Rs.	Rs.
(*d*) Aggregate wages payments to all Indians (including Gurkhas) direct by the Burma Corporation during month of September 1930.	1,68,440	2,70,674	4,39,114
Aggregate payments to Contractors using Indian (including Gurkhas) labour during month of September 1930.	14,345	53,114	91,367
(*e*) Number of Married Indians (including Gurkhas) living in the areas of the Burma Corporation without their families.	2,797	3,017	5,814
Number of females living in above areas :—			
Indian (including Gurkhas)	178	254	432
Others	245	474	719

Statement showing the average number of employees and the number of accidents happened during the year 1929.

Department.	Average number of employees.	Mine accidents.		
		Fatal.	Serious.	Slight.
Bawdwin Mine (Underground)	4,928	9	82	..
Do. (Surface)	836	..	10	..
Iron ore Mines (Underground)	..	..	..	..
Do. (Surface)	652	2	2	..
Limestone quarries (Underground)	..	..	..	..
Do. (Surface)	202	1	2	..
Factories and Railways (Surface)	8,132	5	40	396

SUPPLEMENTARY MEMORANDUM DEALING WITH THE NAMTU GENERAL HOSPITAL.

The General Hospital has accommodation for 170 patients.

Private Wards	11
Surgical Wards	31
Lower Medical Ward	34
Middle Medical Ward	36
Upper Medical Ward	34
Female Ward	14
Isolation Ward	10
Total ..	170

The Female block is the centre for the Child Welfare Scheme.

The Out-patients Department has a daily average attendance of 225.

There is a fully equipped Pathological and X-Ray Department.

The Anti-Malarial Scheme is worked from the Hospital as a Centre.

All persons, whether employees or not, are treated free of charge.

The Staff consists of—

Chief Medical Officer—Dr. J. Oliver Hamilton, M.B., Ch.B., D.P.H.

Assistant Chief Medical Officer—Dr. J. Hughes, M.B., B.S., D.P.H.

Assistant Chief Medical Officer, Bawdwin—Mr. F. G. Stewart, F.R.C.S., M.B.

Assistant Medical Officers.

Dr. K. Karuvan, Out-patients Department.

Dr. P. K. V. Iyer, Private Wards and " A " Medical Wards.

Dr. P. Kannayi, " B " and " C " Medical Wards.

Dr. Seshai Iyer, Assistant Medical Officer.

Dr. P. A. S. Iyer, Surgical Wards.

Matron—Miss C. Urquhart.

and

6 Nursing Sisters.

NATIONAL COUNCIL OF WOMEN IN BURMA.

The National Council of Women in Burma having been invited to prepare evidence to put before the Royal Commission on Labour in India, a Sub-Committee was appointed in October 1929 to make investigations into labour conditions in this Province as touching the welfare of women and children.

It is a truism that there is as great a difference between industrial women in India and Burma, as between India and England. The Indian woman in Indian industry is a problem for India to settle. The Burmese woman in industry has, as yet, hardly become a problem. The present Factory Act protects, to a great extent, the women and children in factories. In occupations not falling within scope of the Act, the work at present, as far as the knowledge of this Committee

goes, is never arduous to exhaustion. The pay may not be lavish, yet what is earned is generally looked upon as a welcome addition to the family income. There is not that " work or starve " atmosphere about it that one gets in Europe. It is, of course, our duty to see that all women and children shall work under the best conditions possible, and at least cost to themselves physically and mentally. Therefore it is to be hoped that all occupations will be watched so that, if a period of vigorous industrialism comes to the country, there may be provision for the adequate protection of women and children.

Burmese women as a rule work at the following trades: umbrella making, candle packing, carton making, cheroot making, cigar and cigarette rolling. They are employed in match factories filling, packing and labelling, boxes and packages, in rope factories, in the making of aluminium cooking vessels, in soap factories, at cotton spinning and weaving, and at silk weaving, as bean pickers, but agricultural life is still the lot of the vast majority, as it is the mainstay of the country. Burmese women, whether they work in towns or on the land, work mainly to supplement the earnings of their families. Often the woman is, virtually, the head of the family and sometimes its sole support. There is also a small percentage of Chinese women labourers, who work on the land with their families as market gardeners and poultry farmers.

It should be stated here that the scope of the present enquiry was limited to Rangoon and neighbourhood, and that the condition of women and children, either Indian or Burmese, out of Rangoon was not investigated.

It is when consideration of and enquiry into the work of the Indian immigrant woman was taken up that conditions changed and a real problem was faced. Separate figures of the numbers of women immigrants, which have hitherto not been available, will be found in an appendix (Q). Indian women work on the land, in domestic service, in rice mills and, generally speaking, where their menfolk work. For these women, seldom permanent, there is no adequate provision either of housing, welfare work, or medical aid. Immigrant labour brings us face to face with various economic consequences arising from the crowding together of employees in small or congested areas. The question of housing with its vital influence on the health of women workers and the wives and families of men workers, is the fundamental difficulty to which nearly all subsequent problems can be traced.

The report has been divided for the sake of clarity and convenience into the following sections :—

(1) Housing. (2) Health. (3) Welfare. (4) Hours. (5) Wages and (6) Special questions relating to women and children.

III.—Housing.

16. (*i*) Accommodation is provided to some extent in the rice mills. Mr. Bennison, in his report on the Standard and Cost of Living of the Working Classes in Rangoon, 1928, writes as follows :—" In the large mills and factories, some sort of housing accommodation is usually provided for the majority of the workers, but in the smaller mills and factories housing is either not provided at all or, if provided, can accommodate only a very small proportion. The accommodation provided is usually in the form of barracks, which are suitable only for single men. In most of the rice mills married workers are employed but in practically all of them married quarters are not provided. These families put up improvised gunny, plank or mat partitions for purposes of privacy. Not having been provided for in the original plans as passed by the Buildings department of the Corporation, they are often objected to by the Corporation authorities." We quote this because it very clearly gives an idea of what may be found. Accommodation is only provided by some mills, and is never sufficient to house the extra hands taken on in the busy season, and often not even enough for the more or less permanent staff. Rent is not charged when coolie lines are provided, but when it is quite impossible to crowd more into the coolie lines, the Maistry usually rents a large godown. Except for the modern type of cooly barracks, provided only by two firms, the mill accommodation is bad, and in many cases frankly appalling. Even when the buildings themselves are fairly satisfactory, they become insanitary and overcrowded through lack of adequate supervision. We think that this matter ought to be taken up by the Corporation. Mill coolie barracks come within the definition of Registered Buildings, and under Rule 11 of Chapter XII of the Rules made under section 235 of the City of Rangoon Municipal Act, the Corporation has powers of inspection (Appendix K).

(*ii*) The Corporation provides accommodation for a proportion of its employees, but as these are not built on modern lines and have no accommodation for married men and families, the conditions are almost as bad as in the older type of lodging house. Here adequate inspection by the Health authorities would greatly improve matters.

(*iii*) Practically all the accommodation, both in the city and in the suburbs, is provided by private landlords. Land in the city and its vicinity is extremely valuable, and rents are correspondingly high. Houses when pucca, both in the city and suburbs, suffer from lack of ventilation. The rooms run from back to front and partitions cut off portions of the houses from all light and most of the air. In most tenement houses, the staircases which are wooden, often climb as steeply as a ladder and are frequently without hand rails.

19. There is great overcrowding, both in suburbs and city, and this added to the unhealthy type of pucca buildings, has deleterious effect on the general health of the town. In suburbs such as Theinbyu, Kalabasti, Ponna Basti, where rooms are fairly satisfactory and could house three, four or five people comfortably, there will be never less than eight and often twelve living in them. In the city conditions are much worse and almost unbelievable unless they have been actually seen. It has been stated in the Report on the Public Health of Rangoon, 1927, that : " the middle classes are being squeezed out by the conversion of premises occupied by them into lodging houses." We found this to be the case, and that the second floors of fairly good houses were occupied by superior clerks and their families, while the ground floor was let to Maistries for the housing of coolies, either men only staying in Rangoon for the night, or for permanent lodgers. These lodging houses cannot be condemned too severely, and have already been condemned by various committees appointed to go into this all important question of Housing in particular in the Report on the Public Health of Rangoon, 1927, and in the Report on Housing by the Social Service League, 1925. Public interest and public opinion must be awakened in this direction. We refer to Appendix M which gives an account of a visit to certain of these lodging houses. We also quote the following from the Report on Public Health : " In one room where we counted fifty coolies, the number allowed by regulation was nine. The conditions are indescribable. Every inch of floor space is occupied by a sleeping human being, and others are to be found on shelves and in bunks along the walls. The only apertures in the way of door and windows are shut.....In most of these houses two or three women are to be found, and in some of them we came across so-called married quarters consisting of a portion of the room screened off with gunny bags, and containing perhaps a charpoy." This was true in 1927 and is equally true in 1930, and though our own visits were made shortly after the riots, when the number of emigrants for the months of June and July had reached over forty thousand, we still found great overcrowding in some rooms in 27th Street though in 37th Street whole houses were empty. The ventilation in all the rooms of this type is practically nil, and when the door is shut consists only of a small grill. There is generally no visible exit at the back either by window or door, though in one case, after much difficulty, a door was opened which led on to a particularly filthy back drainage space (*See* Appendix M).

We are strongly of the opinion that immediate steps should be taken to provide adequate accommodation for the immigrant coolie labour. We are in agreement with the recommendation of the Social Service League :—" That not less than 15 per cent. of the accommodation in each tenement be reserved for married persons with their families, and that this accommodation be confined to one section of the building, preferably on the ground floor."

We are of the opinion that the management of these new buildings should be entrusted to a " Housing Trust " as proposed by the Social Service League : " The trustees to be largely persons interested in social reform; with some business men and representatives of the Government and the Corporation . . . . such housing trusts are numerous in England, the Peabody Trust being one of the oldest and best known in England, and the Bournville Trust is one of the largest of the modern Trusts."

We also consider that ' rest ' houses should be provided, as suggested in the report of the Public Health of Rangoon, Volume I, for labourers disembarking in Rangoon and proceeding up-country or waiting to return to India.

20. The rents in Kalabasti, Ponnabasti and Theinbyu (suburbs within easy reach of the town where roads are good) vary from 12—35 rupees per room per mensem. The older buildings in these districts are dilapidated, some in a shocking state of disrepair but all were inhabited. The newer houses we saw were on the sewage system. The rent in these houses will be from Rs. 20—25 per room per mensem. This includes kitchen and washing place, but where electric light is added to other amenities, it will be as much as Rs. 35 per mensem.

In East Rangoon, most of the buildings are pucca and are occupied by clerks in Government services or in mercantile firms, with their families ; a small proportion by Burmese families, and a smaller, by Europeans. An average rent for each room is Rs. 45 though some are as much as Rs. 80 (Appendix N).

In the city (the area between Godwin Road on the west and Judah Ezekiel Street on the east) the rents are extremely high. Many of these houses are " lodging houses " and Rs. 35 to Rs. 60 per mensem is charged for one room. These rooms, several of which we went over, are often not more than 12½ feet wide and 30—40 feet long including the kitchen and latrine which are in one. The only ventilation is through the grill above the door which is usually closed. These rooms are thoroughly unhealthy and the rent charged for them exorbitant.

Rent is not charged in mill coolie lines or in those provided by the Corporation or other bodies.

22. As is pointed out in every report on Housing, overcrowding and lack of accommodation prevent the immigrant man from bringing his family to Rangoon. This leads to drink, drugs and vice. The traffic in these is notorious. In many barracks in the town and in East and West Rangoon, occupied by immigrant labourers, it is a common thing to see promiscuous herding together of single men, single women and families within a small room. Single women

may often be seen in an overcrowded room under the cots of couples or next to men to whom they are not related in any way.

1. *Recommendations.*—In our opinion the Corporation Building bye-laws should be revised and strictly enforced to ensure adequate light and ventilation in all buildings.

2. In our opinion all houses should have back staircases into back drainage spaces, which should be made pucca as soon as possible.

3. In our opinion there should be two staircases in every pucca building, and that at least one should be of masonry or iron for safety in case of fire. All staircases should be provided with a handrail and a reasonable gradient insisted upon.

4. In our opinion as far as possible all mills and factories should provide housing accommodation for as many immigrant workers as are permanently employed.

5. In our opinion (*a*) suitable accommodation for other immigrant labour should be provided by the Corporation or by Building Trusts;

(*b*) that special provision should be made for married quarters, *cf.* section 3, 22.

We are strongly in favour of the recommendations of the Social Service League in their Note on the "Provision of Housing for the Labourers in Rangoon" April 1930.

IV.—Health.

23. (i) *Figures of total mortality.*

	Male.	*Female.*	
Christians	24·55	23·43	Per thousand.
Mahomedans	24·13	43·5	,,
Hindus	28·55	54·01	,,
Burmese	43·68	42·72	,,

NOTE.—The figures given include all races, *i.e.*, under Hindu are grouped Hindustanis, Tamils, Telugus, Ooriyas, etc., while under Mahomedan come Muslims of all races.

(*ii*) Birth rate : 21·49 per thousand.

Infant mortality : 340·69 per thousand births (Health Report for 1928-29).

It is important to note that death from respiratory diseases is 9·81 per thousand, almost four times the death rate for any other disease, also that the death rate among Hindu women is almost twice that of the men, and among the Mohamedans, nearly as high. Unfortunately there are no figures to show among which classes the death rate is heaviest.

(*iii*). (*a*) Eleven mills and factories were inspected (See Appendices). On the whole we consider that working conditions are not unsatisfactory. The greatest disadvantage is the heat, but most of the workers we saw were far better off than they would be in their own homes. In one factory punkhas were provided for the carton makers. In rice mills there is a great deal of dust, but medical opinion does not hold that this is particularly injurious.

(*b*) Home workers are mainly engaged as umbrella-makers, dressmakers, match box makers, cigar, cigarette and cheroot-makers. Where the work is done in the old type of Burmese house, conditions are fairly satisfactory. The umbrella-makers and cheroot-makers either work on verandhas or in the open. If the work is done in pucca buildings where light and air are excluded the conditions are not good.

(*v*) The physique of the women workers seemed in every case at least equal to that of the men. Some of the Indian women workers seen were sturdy, and the Burmese women, though not so robust, were wiry looking.

(*vii*) The predominance of respiratory and lung diseases in Rangoon and suburbs is proof of the unsuitability of the housing to the types of occupants, and shows to what a great extent the overcrowding is responsible for consumption and such ills. The following quotation is given as showing what a leading physician of Rangoon thought were the causes of the problem :—

"We would venture to suggest that the time has arrived when something must be done to stay the appalling increase in tuberculosis in Rangoon. Twenty-five years ago we were seldom called upon to treat consumption but to-day a very large proportion of our work is the treatment of tuberculosis in some form or other. It occurs particularly in the clerical staffs of Government and mercantile offices, and in banks, and those mostly affected are the Burmese and the Chino-Burmese clerks, although Bengali and Madras clerks are by no means immune. We attribute this dreadful scourge to the modern type of pucca building with its narrow stairs and small rooms and smaller windows, but big rents necessitate overcrowding. The insanitary house built on piles, as we knew in our Lanmadaw of twenty-five years ago, with slush and filth underneath, was, apparently, better suited to the Burmese constitution than the modern pucca tenement house. It amounts to this, that the people had far more space per individual and the rooms

were not ' hermetically sealed ' chambers at night."—*Dr. A. D. Spence evidence to the Special Committee on Public Health, 1926.* The comparative figures for last year for tuberculosis death rate are given :—

	Men.	*Women.*
Deaths from Tuberculosis	2,239	1,150
Total deaths	7,264	4,426

24. (*i*) Certain medical facilities are provided by some employers. The larger firms provide free medical attention, and the girls and women as a rule avail themselves of these facilities. In some of the large mills and factories there is a resident doctor, or where this is not the case, a visiting doctor. First aid is usually provided, and sometimes there is a dispensary.

24. (*ii*) There is no provision for women doctors, trained midwives or *dais* in mills or factories.

25. (*ii*) Medical facilities are made little use of by the Indian immigrant women. They are made more use of as a rule by Burmese and domiciled Indian women, who do go to the Maternity shelters and free dispensaries. There were no available statistics of births and deaths in mills or factories.

26. (*a*) (*i*) *Latrines.*—Few factories or mills have latrines connected with the city sewage. In Municipal areas, bucket latrines are used, and are usually emptied once or twice a day. There are rarely enough for the women and children in the slack season, while in the busy season conditions are very unsatisfactory. In one large mill, there were four buckets missing in the women's latrine inspected by us. The bucket system is bad in principle but worse in practice as it is nobody's business to keep the latrine and its surroundings clean. At a mill near the Poozoondoung Creek, the latrines which were modern, were flushed every ten minutes. These were of a satisfactory type but not sufficient in number.

(*ii*) Drinking water is available in all mills and factories. The quality is as good as, and often better than, the workers get in their own homes, but there are usually not enough standpipes, while in some cases they are too far from the quarters or work place.

(*iii*) Bathing and washing facilities are rarely adequate, and in some cases totally inadequate, for the number of men, women and children in the lines. We have only once seen separate bathing places provided for the women.

(*b*) (*i*) Latrines in the city are water-flushed, while in the suburbs and outlying districts the pit and bucket systems prevail.

(*ii*) The city is served by Municipal water. Most of the tenement houses have one tap on the ground floor. Where buildings are divided into residential flats, each floor will have its own water supply, but there are always complaints from the inhabitants that the water does not flow in the hot weather. The daily Press during this season for the past few years will be found full of comments and complaints. In the suburbs and outlying districts the supply is from wells sometimes artesian, but very often the sole source of supply is from an old surface well.

(*iii*) There are standpipes in the roads and streets. These are used for washing and bathing as well as for drinking water, and the wastage of water is tremendous.

29. The figures of mortality will be found in the Health Report and in the special Report or the Health of Rangoon, 1927. These however are only under headings of Hindu, Mahomedan Burmese and Christian, whereas a further classification of Ooriyas, Tamil, Telugu, Chittagonian, etc., would be of great assistance in collecting information concerning any one section of the community. It is extremely difficult to get statistics of diseases in mills or factories.

31. There are no maternity benefit schemes.

1. *Recommendations.*—In our opinion the statistics showing birth and death rates should be divided and kept separately to show the figures for each race, *i.e.*, Hindustani, Telugu, Chittagonians, Ooriyas, Burmans, etc., etc.

2. In our opinion, in order that the Government Bye-Laws with regard to the committing of Public Nuisance may be enforced, public latrines should be erected at various points in the city and outskirts without delay. It has been said that the placing of such latrines is a difficulty. It would seem that the more public they are, the better, as that would ensure a rigid cleanliness. It is impossible, it seems to us, to educate people to the value of cleanliness in such vital matters if they find no public latrines and have to carry on in the bad old style of using any open drain.

3. In our opinion no real improvement in sanitation is possible until there is an extension of the water carriage system in place of the tub latrines.

4. In our opinion the wastage of water, *i.e.*, in public standpipes and in houses, should be controlled by metering all water supplies. In every case public standpipes should have spring taps instead of open ones.

5. In our opinion the immediate erection of a Sanatorium for the treatment of tuberculosis is one of the urgent needs of the Province.

V.—Welfare.

32. (*i*) Practically nothing is done in Rangoon, except by the Rangoon Telephone Company which has a Welfare Superintendent. There is also a Welfare Officer in the B. O. C. at Syriam but no welfare work is done among the women workers.

(*ii*) The Society for the Promotion of Infant Welfare has four maternity shelters, at Tamwe, Pazundaung, Ahlone and Kemmendine. Patients are taken in and treated free. The Society receives Government and Municipal Grants besides public subscriptions and contributions from the Burma Branch of the Red Cross Society.

The Baby Welcome Clinic at Kemmendine, founded and run by the N. C. W. B. endeavours to fill the gap between the maternity hospital or shelter and the school. The Clinic's main endeavour is to instruct the mothers in elementary hygiene and feeding, etc. (thus attempting to raise the standard of health). Its object is more that of prevention than that of cure. A feature of the Clinic is its voluntary workers, members of the N. C. W. B. who are in many cases trained nurses. A considerable amount of visiting also is done by the paid nurse and it is intended to increase this when the Health Visitor is employed.

The Ramakrishna Mission has worked in East Rangoon for a number of years amongst the poorest classes. Up till recently only men in-patients were admitted to the hospital, but there is now a women's ward which we understand is about to be re-organised.

The Corporation of Rangoon is responsible for two Infant Welfare Clinics, in charge of fully qualified lady doctors. The work done at these clinics is both post and ante-natal, but simple ailments of women and children are also treated free of charge. The average daily attendance shows a marked increase since last year. A new dispensary for women has been sanctioned by the Corporation at Kemmendine and is under construction. There are two other dispensaries run by the Corporation at Dalla and Kanaungtoe. At Dalla a nurse-midwife attends to confinements in private homes, and recently sanction has been given for a nurse midwife at Kanaungtoe. There is only one Government dispensary for women and children. This is situated in Pazundaung.

Street Boys Refuge.—This was opened in November 1929 in Fraser Street. Its purpose is to " rescue destitute boys of suitable age and to provide them with shelter, food, clothing training and education." It originated from the work of a committee organised by the Y. M. C. A. and arising out of Mr. Paterson's visit to Burma and his subsequent report. The N. C. W. B. became interested in the project and abandoned plans for a shelter of their own. They also raised a large fund towards the cost of the Refuge building and are maintaining an interest in the work. It is now under the control of a board of trustees. One hundred and fifty boys have passed through the Refuge and there were forty-nine in residence at the end of June 1930.

Children's Aid and Protection Society.—This society does the work its name implies, and maintains a Home for Waifs and Strays. This Home, founded by Mrs. Luce, was started in November 1928. Mrs. Luce has shown both enthusiasm and patience in the work she has made her own. Boys without visible means of support are sought in the city streets ; their suspicions allayed, home, food and clothes provided. The Home is doing a most valuable work in saving many children from that destitution which leads to crime.

33. There are six lady health visitors employed by the Corporation who are fully qualified nurse-midwives and who help the doctors in maternity work besides instructing the women in hygiene. The Corporation has recently sanctioned the engagement of three nurse-midwives for the town area, of which a certain portion has been notified by Government under the Burma Nurses Midwives Act as a prohibited area. This means that no unqualified midwife may attend cases of confinement within the said area.

34. (*ii*) The chief opportunity for Physical Culture for women and girls is provided by the Y. W. C. A. The Physical Directress, Miss Amaron, holds classes for working girls, teachers and students in schools and colleges.

The Corporation provides a Children's Section in Fytche Square and others are being considered. The Playgrounds Committee recommended that more free spaces should be set apart for playgrounds or parks. Something towards this has been done. The full Report of the Rangoon Playgrounds Committee may be studied.

One day is reserved for women and children in Dalhousie Park.

36. This is the exception and not the rule. The B. B. T. C. L. has a school for the children of its employees, and the Railways have a large school at Insein.

Recommendations.—1. In our opinion Welfare work should be oganized by Mill owners and all employers of labour who have a permanent staff. Much is being done in India by the Tata Mills and others with marked success, while in Burma the B. O. C., Ltd., stand alone in the welfare work they have organised on the Oil Fields. The employer's responsibility for his labour does not end with the payment of wages, and more care for the welfare of the worker would benefit employer as well.

2. In our opinion maternity benfiets should be provided.

3. In our opinion the need for women doctors and health visitors who can speak the language is an urgent one.

IX.—Hours.

A. 55. (*i*) The Factory Act is in force and women do not work longer than 10 or 11 hours a day and 60 hours a week. In mills, however, the complicated 'shift' system makes it difficult to ascertain how long the women actually do work, particularly in the busy season, when the mills are going day and night.

(*ii*) Overtime work we found was not usual, but in several factories the women continue working during the 2 hours or 1½ hours interval during the day. This will always be done until the sheds are locked during the midday interval.

(*iii*) In the Rice Mills the women are sometimes on call for 12 hours but during that time they have plenty of rest waiting for the trains or the boats.

60. (*i*) The usual custom is to have 2 hours or an hour and a half in the late morning for food. In some factories the women may work in this time if they want to, in others the workshops are locked. The women can always stop work if they are tired, and there are many who work less than 10 hours a day. Some come in the mornings, others in the afternoons, as it suits them best as they are on piece work for the most part.

(*iv*) Only holidays for religious festivals are given, and vary with the religion of the proprietor, though we were informed that one factory closes for all the chief Burmese, Mahomedan, Hindu and Christian holidays.

61. There is one day of rest either on Friday or Sunday in all factories which come under the Act, except in the Rice Mills in the busy season.

XII.—Wages.

96. The pay for women in factories in Rangoon varies from Rs. 12 to Rs. 20 per mensem, though it is possible for good workers in the match factories to make as much as Rs. 35. Some carton makers with overtime can make Rs. 54 per mensem.

Of the nine industries inspected by us, two paid for time and piece work, four paid by piece work, one paid by time only, while the rice mills are all piece work.

In one factory the piece workers are paid once a fortnight, while the time workers once every ten days. In others wages are paid monthly except in the rice mills where payment is weekly.

Girls and women in shops (see Appendix O) are as a rule not well paid, and the minimum wage is by no means an economic one. The starting rate in one of the largest European shops is Rs. 35 a month, and the maximum rate Rs. 100. One girl only was getting this while the majority were getting Rs. 50 and Rs. 60 per mensem. The standard of living of these workers must of necessity be considerably higher than the factory workers, and the difference in wages is not sufficient to allow for this.

Leave rules, sick benefits and provident funds could all be improved on.

In commercial offices the pay is good, sometimes generous ; leave rules and sick benefits apply and there is the benefit of provident funds and sometimes a bonus.

100. At one match factory, one hundred and fifty women are employed, and paid directly by the management, while five hundred are contract labour and are paid on piece work through a Burmese contractor, who receives a 6 per cent. commission on all work done. In the other factories we inspected, with the exception of the mills, wages are paid direct to the women, so deductions are not made.

It is when we come to the payment of women in mills that the evils of the maistry system are evident. We quote from Mr. Bennison's Report on the standard and Cost of Living of the Working Classes " As a rule the employers know little or nothing about the relations between the maistries and their coolies. The coolies are afraid to represent their grievances to the employers, and the employers, on the other hand, do not think it is their business to interfere." (Page 80). This is exactly what we found. The mill managers could give us the rates of pay for work done, but told us that deductions were made by the maistries, and that they did not know what the men and women actually got. Questions answered by the Head Maistries or the sub-Maistries were always unsatisfactory, and would have to be fully verified. Any question addressed to a coolie would be answered by a sub-maistry, but we must remember that the language bar, in spite of interpreters, is a stumbling block between the enquirer and the labourer. It is safe to say however that 40 per cent. is deducted before the worker gets anything.* This shows that the chief evil of the maistry system is underpayment ; the second is under-employment, and the third is overcrowding. For further information on this very important subject, see Report by Mr. E. J. L. Andrew and Mr. J. J. Bennison. We might point out here that the B. O. C. not only recruits direct, labour required, but also pays all its labour direct and finds it far more satisfactory in every respect. This Company has a permanent staff of workers, and does not have to deal with the necessity for extra labour during the busy season as the rice mills do, which they say would make the direct employment of labour extremely difficult. In connection with this subject, the following extract is interesting : " At the present

* Indian Labour in Rangoon (Oxford University press) by E. J. L. Andrew.

time large numbers of coolies come over from Madras paying their own way independently of Maistries, and find enployment as stevedores' and wharf coolies, rickshaw and handcart pullers, or in factories other than Rice mills. These factories pay their labour direct and have no difficulty in obtaining their requirements locally. Most of the casual workers would prefer to work in Rice mills if they could be paid by the employers." (Bennison Report, page 80).

Recommendations.—1. We recommend the abolition of the Maistry system, and the direct employment of labour by employers whenever possible, or failing this, recruitment through a Society such as the Servants of India Society or the Salvation Army.

2. In our opinion the methods of recruitment of labour in Ceylon and the F. M. S. might be studied with a view to the possibility of their being introduced into Burma.

3. In our opinion there should be a direct payment of labour.

4. In our opinion there should be an increase in the starting rate of pay of girls in shops.

X.—Special questions relating to women, young adults and children.

A. 82. Infants are not allowed and we only saw a few with their mothers.

83 and 84. Regulations for women's work seem suitable as are also those for children. We would like to quote the following from the 1928 report on the working of the Indian Factories Act.

" There is a considerable drop in the number of children employed but such little use is made of child labour in the province that the matter is of no importance. Probably some of the persons returned as children are over 15 years of age and it would really inflict no hardship on the province if the employment of children was entirely prohibited."

There were one hundred children working in one match factory and none of them seemed unduly pressed. We were told that whole families were employed, and children were not taken on if their parents were not already working in the factory.

86. There are no facilities for apprenticeship of girls.

87. The " blind alley " employment hardly exists. The boy coolie in the bazaars becomes the man coolie of the godowns. The boy " chokras " or servants in Clubs and private houses become later table servants, cooks and butlers.

(Refer to the Report on Vocational and Technical Education, 1928.)

89. As far as we know, there are few if any women and children working in factories (as defined in the Indian Factory Act) which do not come under the Act. According to the Chief Inspector of Factories, the Local Government do not generally avail themselves of section 2 (3) (*b*). This perhaps is as well, until the number of factory Inspectors is considerably increased. It is worse than useless making rules and regulations which cannot be enforced.

There are many women working in their homes and workshops who are not inspected. The following figures taken from the census are interesting in this connection :

Silk and cotton spinning and weaving	68,884
Basket makers and similar occupations	5,546
Ceramics	1,035
Manufacturers of Tobacco	8,331
Milliners and dressmakers	17,835

Recommendations—Housing.

1. We recommend that the Corporation bye-laws should be revised and strictly enforced to ensure adequate light and ventilation in all buildings.

2. We recommend that all houses should have back staircases into back drainage spaces, which should be made pucca as soon as possible.

3. We recommend that there should be two staircases in every pucca building, and that at least one should be masonry or iron for safety in case of fire. All staircases should be provided with handrails and a reasonable gradient insisted upon.

4. We recommend that as far as possible all mills and factories should provide housing accommodation for as many immigrant workers as are permanently employed.

5. We recommend that—

(*a*) suitable accommodation for other immigrant labour should be provided by the Corporation or by Building Trusts ;

(*b*) that special provision should be made for married quarters, *cf.*, section 3, 22.

We are strongly in favour of the recommendations of the Social Service League in their Note on the " Provision of Housing for the Labourers in Rangoon ", April 1930.

1. Health.—We recommend that birth and death statistics for each race, *i.e.*, Hindustani, Tamil, Telugu, Chittagonian, Ooriya, Burman, etc., should be separately recorded. This would give some idea of the influence of vocation and standard of living on vital statistics.

2. We recommend the adequate provision of latrines in mills and in the city as a preliminary to the drastic enforcement of the Corporation bye-laws with regard to the committing of Public Nuisance.

3. We strongly support the recommendations already made for the immediate provision of a Sanatorium for the treatment of tuberculosis.

4. We recommend that the regulations for the inspection of coolie lines by the Health Department of the Corporation should be more strictly enforced.

1. Welfare.—We recommend that employers should organise Welfare work, at any rate amongst their permanent workers. (Such work is being done amongst the workers in the B. O. C. oil fields.)

2. We recommend the provision of sick benefits and maternity benefits for workers in mills, factories and shops.

Wages.—1. We recommend—

(*a*) the abolition of the Maistry system, and the direct employment of labour by employers whenever possible, or, failing this, through the Agency of some Society such as the Servants of India Society or the Salvation Army:

(*b*) that the methods of recruitment of labour in Ceylon and in the F. M. S. be studied with a view to the possibility of their being introduced into Burma;

(*c*) the direct payment of labour.

2. We recommend an increase in the starting rates of pay of girls in shops.

APPENDIX A.

Messrs. Steel Bros. Rice Mill, Lower Pazundaung.

This was visited on February 3rd, 1930, after permission had been obtained from the Manager. The Manager met and escorted the party round the Mill.

The number of women employed varied considerably but about 5 to each gang of 25 seemed the average number.

The work consisted in carrying baskets of paddy from the boats to the sheds and from the sheds to the trains.

The labour is all contract and in charge of a Coolie Maistri. The gangs work in shifts.

The women are all Telugu and Tamil coolies, though Burmese women are sometimes employed for dividing rice.

Housing.—Coolie barracks are provided with single and married quarters. These are inspected by the Municipality, and any complaints attended to. The regular workers live in the coolie lines, but the extra daily workers taken on in the busy season live in Rangoon.

Health.—The physique of the women seemed as good as that of the men. There is a Mill Doctor who will prescribe. The women do not go to him and illness is hidden.

There are separate latrines for women. There is water for drinking (Rangoon water supply) but no washing or bathing facilities.

No statistics of disease were available.

Maternity Benefits.—None.

Welfare Work.—None.

Education.—None.

There is First Aid available.

Hours.—The work is spasmodic, but is usually in two shifts during the day. The rest times depend upon the state of the tides, the arrival of trains and the work of the mill. During the busy season milling continues all day and night, including Sundays, and there is no rest day, but as far as we could see, the individuals got enough rest periods.

Wages.—It is almost impossible to ascertain what wages the woman gets. Whatever pay she gets is after deductions are made by the Maistry for advances. Two women working on the railway line said they got from four to five annas a day.

APPENDIX B.

Messrs. Bulloch Bros. Rice Mill, Lower Pazundaung.

This was visited on Tuesday, February 11th, 1930, after permission had been obtained from the Manager. The party was escorted round the Mill.

Between four hundred and five hundred women are employed during the busy season. They are all Indians except four, who give out tallies to the other workers.

200 women and 400 men carry baskets. 20 women and 150 men carry bags.

There are no children employed.

Housing.—Messrs. Bolloch Bros. provide coolie lines free of charge. The quarters seem to consist of one fair sized room for each family (the size varies slightly according to the number in the family) and a share of quite a nice cook place. We saw one corner of the lines only; they struck us all as being very dirty and full of flies, though this was said to be the cleanest part. During the busy season, when more hands are employed than the lines can hold, the maistry rents a shed from a private landlord; he says he pays Rs. 20 per mensem for a shed for 10 men to sleep. The workers only provide their own accommodation if they prefer to do so. They get no extra pay for this.

Sub-letting.—The maistry says the coolies are so thick on the ground that there is no chance of this. All the same, we heard a rumour that outside coolies sometimes share these quarters.

Eviction.—Only if dismissed from employ.

Health.—The work is in the open and not of an unhealthy kind. The women struck us as very small. A doctor (Indian) is employed full time by Messrs. Bulloch Bros. and is under the supervision of an English doctor. There is a dispensary at the mill. Use is made of the doctor for minor ailments, but the people try to keep him from knowing of infectious illnesses like small-pox. There is no women doctor. Municipal midwives visit free of charge, *dais* have to be paid for, but the majority prefer to do without either as they are prejudiced against the midwives and do not wish to pay the *dai*.

Maternity Benefit.—None.

Disease.—No hookworm. There is generally an epidemic of small-pox every year. This is difficult to check, as they hide from the doctor. When a case is discovered the Corporation is called in to clean and disinfect the quarter.

APPENDIX C.

Adamjee Haji Dawood's Match Factory.

This was visited after permission had been obtained. The party were met by the Manager and escorted round the factory.

There were 650 women employed in the factory, almost all Burmese. 150 women were under the direct control of the Manager, and 500 were under a Burmese Maistry.

The work consists of making match boxes, filling them by hand, labelling, and packing.

Housing.—Some coolie lines are provided but most of the workers live in their own homes, the average rent being from Rs. 8 to Rs. 9 per mensem.

Health.—The general standard of health seemed good, and the working conditions were satisfactory. The women worked in large sheds fairly well ventilated.

There is a qualified doctor on the staff.

There are 20 separate latrines for women emptied twice a day by the Corporation. There is good drinking water, and bathing facilities are being provided in the near future.

There are no disease statistics, but detailed figures were going to be kept by the new Manager and would be available next year.

Maternity Benefit.—None.

Welfare Work.—None.

Education.—None.

There is First-Aid available and conditions are not dangerous.

Hours.—The maximum hours are 11 hours a day and 60 hours a week. There is an interval of 1½ hours during the day but the women may work then if they wish to. The factory is closed on Sundays and for all main holidays, Mahomedan, Hindu, Burmese and Christian. 45 girls and 53 boys duly registered are employed. They do not work more than 36 hours a week with an average wage of Rs. 18 per month. Whole families are engaged in the factory and the children would not be employed unless the rest of the family were working there.

Wages.—They are paid monthly. The average wage is annas 14 a day and between Rs. 15 and Rs. 20 a month. A bonus is paid both to time and piece workers whereby 50 per cent. to 100 per cent. increase may be earned in a month. 50 per cent. is the usual amount.

The conditions in this factory seem good, and the workers are paid a small retaining fee if the works have to close down temporarily for any reason.

APPENDIX D.

D. E. Attia's Rope Factory.

Visited on Tuesday, February 17th, by permission.

We only saw from 25—30 women, the usual number employed was 70. This was due to the works being closed 3 or 4 days a week owing to trade depression. The women are all Burmese and the majority come in by the day. The work consists of joining strands of fibre into long lengths which are then tied into bundles ready for the machines.

Housing.—Quarters are provided by the proprietor and are large with verandahs in front. We were told that only 10 or 12 people lived on the premises but there were certainly many more than that when we saw the quarters, and accommodation existed for well over 50. The quarters were very dirty with all kinds of refuse and broken glass and brick lying about. When we spoke of this, we were told that as the inmates were all Burmans, we could not expect the quarters to be clean. One sweeper was provided. The average rent for busties outside is about Rs. 4 a month.

Health.—Conditions were healthy in the dry weather at all events as the women work in large sheds entirely open on one side. They could have been equally healthy in the quarters if they had been clean and litter cleared away.

The general physique of the women was very fair.

No medical facilities are provided, but when the women are ill they are sent to the Dufferin Hospital and go willingly.

There are 16 latrines for women cleared by the Municipality.

Drinking water seemed good and washing and bathing places were provided near the sheds but at some distance from the quarters.

Disease.—There had been a bad epidemic of cholera 10 or 12 years ago, but no records were kept.

Maternity Benefits.—The proprietor at his own discretion gives money at childbirth to those who need it.

Welfare Work.—None.

Education.—None.

Safety.—The work is not dangerous. There is no First-Aid.

Hours.—The regular hours of work are from 6—11 and from 1—5 p.m., but the majority of women who are on piece work, work as they feel inclined and not usually all day.

The works are closed on Sundays and on the main holidays.

Children.—We saw from 10—15 small children helping their mothers in joining rope.

These are not paid. The work was not hard and as long as they were not kept at it for too long, seemed unobjectionable.

Wages.—The average pay when the factory is working full time is Rs. 12 a month, but there are 14 women on Rs. 16 a month.

The majority join the fibre into lengths and then into bundles, the rate of pay being As. 2 a bundle. A full-time worker will do 5—6 bundles a day. There are no women on the machines but we saw two in the packing department. The piece work is paid once a fortnight and the time labour every ten days.

APPENDIX E.

Messrs. E. E. Madha's Umbrella and Soap factory.

Visited by permission.

88 Women are employed under the direct control of the manager, but no children. They are all Burmese. The work consists of putting covers on umbrellas which have already been machined by men. The work is piece work.

Housing.—Housing is not provided. The women live near the factory in busties the average rent being Rs. 2 to Rs. 3 a month.

Health.—The general physique of the women seemed good and, according to the books, few women stayed away on account of illness.

Working conditions were satisfactory, men and women being together in one big shed moderately well ventilated. The women were rather crowded.

There are no medical facilities.

There are 5 latrines for women in 2's and 3's, but women were seen to use those marked for men as they were all together.

Tube well water is provided but no facilities for bathing or washing as the women live out.

No statistics are kept of disease or epidemics but the attendance seemed regular.

Maternity Benefits.—None.

Welfare Work.—None.

Education,—None.

First-Aid None.

Hours.—Average 10 hours a day and 60 hours a week. The factory is open at 6 a.m. but does not start officially till 7 a.m. It is closed from 12—2 and the day ends at 6 p.m. It is shut on Fridays and for Mahomedan holidays.

Children are not employed.

Wages.—All is piece work and the pay varies from 5 annas to Re. 1 a day.

Half anna is paid for each umbrella covered and the average is ten a day.

The wages are paid every ten days, and average is Rs. 6, which is about Rs. 18 a month.

Advances are made, when reasonable, by the manager.

Soap factory.—No women are employed.

APPENDIX F.

Jeewanlal and Co's. Alluminium Factory.

There are 60 women employed, all Burmese with the exception of one Coringhi woman. They are under the direct control of the manager. The work is nearly all unskilled such as stamping the name on pots, polishing the inside of pots and washing and packing them. The washers are slightly better paid, the women get half anna a day more. There is possibly a certain amount of danger as the pots before being washed by hand go first into caustic soda and then into nitric acid. If they were dropped the women who sit immediately behind the baths would easily get splashed. There were ten doing this work. There is no piece work.

Housing.—No housing is provided, the women living in busties for which the average rent is from Rs. 2 to Rs. 3 a month.

Health.—The working conditions were satisfactory. The majority of the women, with the exception of those washing were old and the general physique not so good as that in the umbrella factory. This may be accounted for by the fixed wage of As. 8 a day.

A Civil Surgeon comes round once a week, and there is a dispensary where prescriptions, etc., can be made up. This is used.

There are 4 separate latrines for women.

Good water from an artesian well is provided but there are no bathing or washing facilties as the women live out.

No epidemics seem to have occurred lately.

Maternity Benefits.—None.

Welfare Work.—None.

Safety.—There is First-Aid available and a qualified man in charge.

Hours.—9 hours a day from 6-30—11 a.m. and 1—5-30 p.m. The factory is closed on Sundays and for the chief holidays.

Children not employed.

Wages.—The pay is As. 8 a day, but one woman working a machine gets As. 12. There is no piece work. The wage is paid weekly (Rs. 14 a month). Advances are made up to Rs. 3 a month.

APPENDIX G.

Industries not inspected under the Factory Act.

(1) Bean picking and sorting Industry.

The industry does not come under the Factory Act as no machinery is used, so is not inspected. The work which consists of picking over the beans and sorting out stones and rubbish of all kinds, is done by men, women and children who come down from up-country. It is the custom for whole families to come to Rangoon after the paddy season is over. The regular season lasts for about 4½ months, from December to April, and there is usually a short season in October. One shed we visited seemed to contain all the inhabitants of a village up the Pegu river who come down regularly each year.

Housing.—The workers sleep and eat in the sheds, where they sort beans, and seemed perfectly content. They were not charged rent for this accommodation.

Health.—The families we saw seemed healthy.

There are no medical facilities.

Latrines are provided and the river is available for washing.

Maternity Benefits.—None.

Welfare Work.—None.

Hours.—The hours are from 6 a.m. to 6 p.m., but as the work is paid by the bag, the workers go off when they feel like it.

Wages.—The average pay is from 10 to 12 annas a day though a good worker may get as much as Rs. 1-8-0.

The surroundings outside the sheds were unpleasantly dirty and in the rains must be a quagmire.

(2) The Sangu Valley Cheroot Industry.

We went over these workshops in Pazundaung and saw the women at work. Some were stripping the leaves, the stalks of which are sold at few annas a viss for filling the large country cheroots. Others were cutting the leaves while the majority were rolling them into cheroots.

Working conditions were good. The room where the majority of girls were working was large, airy and well lighted, opening on to a flat roof where the tobacco was drying. We saw from 40—50 women working.

Pay averaged Rs. 20 a month. Cheroot-makers are expected to make 400 cheroots per day. As. 10 per day deducted for absence.

APPENDIX H.

B. O. C. Candle Factory, Syriam.

At the time of visiting, 107 women were employed, all were engaged either in packing candles or in carton making. All are Burmans, under a Burman woman supervisor. There are no children employed.

Housing.—The B. O. C. do not provide quarters for their women employees. They live for the most part in the village. No inspection was made of their houses.

Health.—The general physique seemed good; there is nothing in the conditions of work of an unhealthy nature; the workshops are well ventilated and punkhas are provided in one shed. There is a dispensary at the oil refinery near by. A full-time doctor is in attendance. If any case of illness occurs in the candle factory itself, the woman is taken up to the dispensary, by ambulance if necessary. If they are taken ill in their own homes, they can go to the dispensary if they like. The majority do not like.

There are no maternity benefits. There is a very good hospital at Syriam, where they can go for confinements free of charge. There is also a woman doctor at the hospital. The women however make little use either of the hospital or the woman doctor.

Sanitary arrangements.—

There is a ten-seat latrine at the factory, flushed.

Drinking water is provided.

A stand pipe is provided near the latrine.

There is no provision for bathing as yet.

Hours.—46 hours a week, *i.e.*, 8 hours a day and 6 hours on Saturday. There is no work on Sunday, and there is a daily interval from 10-30 to 12-30. As the women are on piece work, some of them do work in these hours, but they are not encouraged to do so.

Leave.—They are given 3 days leave a year for the three chief Burmese Festivals on full pay, *i.e.*, 13 annas a day. If work is essential on these days they get double pay.

Wages.—All is piece work, except the supervisor on Rs. 60 a month. They are paid monthly on about the 9th day of the month.

Average earnings.—The carton makers are paid 4 annas for 1,000 cartons.

Specimen Figures.

Packers	..	Average number of working days is 22¾ per mensem. Maximum number of working days is 25½ per mensem.
Wages	..	Average earning is Rs. 21-15-0 per mensem. Maximum earning is Rs. 36-13-0 per mensem.
Carton makers		Average number of working days is 21¼ per mensem. Maximum number of working days is 24½ per mensem.
Wages	..	Average earning is Rs. 26-9-0 per mensem. Maximum earning is Rs. 54-4-0 per mensem.

APPENDIX K.

Housing in Mills.

The following is a description of a visit to typical coolie lines, in two different mills, made on Tuesday, August 19th, 1930.

The first lines we inspected were in a shocking condition. They were old barracks made of corrugated iron sheets and built on piles about 12 feet from the ground; the wooden stairs were falling to pieces and unsafe. Originally the size of the rooms may have been 40 by 20 feet but it was difficult to tell, as each room was a perfect rabbit warren divided and subdivided with matting and corrugated iron into cubicles about 10 by 8 feet in size. The windows were small, only two feet square, and would always be shut in wet weather as the rain would otherwise drive in. The only ventilation then would come from the roof. The two, and in some cases three, inner cubicles had no light and no fresh air; in some cases matting also covered the tops of these cubicles, so the area, often occupied by man, woman and child would be 8 by 6 by 6 feet with no ventilation at all. The outside cubicles were much better off, with a window. We were told that subdividing and putting up partitions was not allowed, but as all these were married quarters, this method was the only means of ensuring privacy. The whole building was in an unbelievable state of disrepair. The flooring was in some places almost non-existent while every cubicle must have had at least six rotten planks with gaping holes, through which refuse and water were simply shot down beneath, where they accumulated and decomposed. Everything was falling to pieces, and nothing could be done to improve matters. Why these buildings had not been condemned by the Corporation is a mystery. At the end of one block, we saw a room not partitioned off which was used by men only. This improved matters considerably, though here too the floor was rotting away. The adjoining line was even worse than the first, and was full of women and children. The atmosphere was extremely bad, and the heat in the hot weather must be intense. That of course is the reason of the roof matting. There is a certain amount of cooking accommodation below but this is not enough, and is not much used, the families prefer to make fires in their rooms (also against regulations). This seems to be a question of caste.

Sanitation.—There are two latrines with accommodation for 32. The women's latrine is joined on to one end of the men's and has no notice that it is for women only. There were four buckets missing in the women's latrine inspected. The Corporation carts collect twice a day. There were 2 water taps for the whole line, the second having been recently installed. The one bathing place for men, women and children was about 4 by 6 feet in size, and was blocked. There is no system of drainage at all. Water is led through bamboo troughs to the front of the quarters where it is kept in barrels for drinking. The conditions of these quarters are reported regularly by the engineer but nothing has been done to improve matters. The manager admitted that he had never been over them before.

The water is Corporation water.

There are only Tamils living here, and the number is roughly several hundreds. Children are born in these surroundings. The mothers are often back at work two days after confinement. There are no maternity benefits.

On the opposite side of the road were lines for Telugus. These were far more up to date, and in a good state of repair. We saw no broken flooring. These lines were built on concrete of wood and corrugated iron, and were two storeys high. The rooms were airy and except where subdivided were more or less satisfactory. The outside rooms with windows were good and apparently appreciated by the occupants who had whitewashed the walls and made the place into quite a comfortable home. This was not an exception, showing that improved conditions will result in a higher standard of living.

There were cooking facilities which are extensively used. We saw no washing accommodation. These people have to use latrines on the far side of the lines, but there are some on the river bank where they work. It must be remembered that we saw over these lines in the slack season. In the busy season the overcrowding must be appalling.

The next mill we visited we were met by an Indian doctor. He has been there for 20 years. The first thing we saw was a turn-table. This was full of water covered with green slime. We were told it was not possible to prevent this in the rains, but we wondered why it could not be drained. The first lines we saw were an improvement on the other mill. Each room had a window at the back, and a window and door in the front with a half division in the middle. They seemed in good condition, but we could not see much. Electric light of a low voltage was supplied if paid for. There were up-to-date cook houses between the first and second lines, which were used for cooking. There was a concrete pathway and pucca drains, but the concrete needed repairing in the path. There was a water tap between each double line. The accommodation was fairly adequate except where the rooms were subdivided and overcrowding resulted. The next lines were of an older pattern and were double storeyed. These had cook houses between the lines which were not used by the occupants of the upper floor. Here cooking was done on the verandahs or in the rooms.

Half the Chittagonian quarters were being used by Telugus and their families, and here again the large rooms on the first floor, adequate for single men, were quite unsuitable for married families who divided them up into cubicles, which got little ventilation. On the opposite side we went into a superior dwelling place occupied by the clerk who draws Rs. 90 per mensem. The cooking was done in the house. There was enough space unless he took people in to share in the busy season. There was no through ventilation, but there was a side window as it was an end house. Next door was a rabbit warren containing five families; the room had been subdivided with sacking into five cubicles and was very dark. There was no through ventilation. Many of the cook houses had been matted in and in several cases corrugated iron had been put up to make into living quarters. We were told it was to help cooking, but investigation showed a bed, etc.

The washing facilities were insufficient. There were 3 taps of water in the middle of a concrete square. This was for all the men, women and children.

Latrines.—These were flushed every ten minutes, and were a satisfactory type but insufficient in number. There were only six for women, three each side. There were 28 for the men. In the busy season there are about 200 women.

Disease.—No records kept. The bad cases are sent to hospital. They never go voluntarily to the doctor.

Maternity.—Babies are born in the lines attended either by *dais* or their own doctors. The mill doctor has never attended a confinement.

The chief trouble here is lack of adequate supervision.

APPENDIX L.

The following is a description of a visit to modern coolie lines, made on 26th August 1930.

These are new lines erected in 1928, at a cost of Rs. 44,000, to house about 146 employees. Plans are under consideration for the further accommodation of just over 1,000 workers, single and married, and it is hoped to begin building shortly. An expenditure of 2 or 3 lakhs of rupees is anticipated.

The inspection of these lines was a pleasure. It is not surprising that 99 per cent. of the employees wish to live in the lines. They are built on a brick foundation with concrete floors and passage ways and corrugated iron partitions. The line is divided into quarters of two rooms with a wide passage between them for through ventilation. The rooms are roughly 15 by 20 feet and have two windows 6 by 4 feet with ventilation above the windows and doors and through draught from front to back. The rooms are lofty but even here we found several roofed in with matting, probably for the sake of coolness. These rooms are for five single men or one family, and the accommodation is ample. If overcrowding is detected, the durwan incharge of each set of rooms is fined. The rooms are whitewashed twice a year, and are clean and tidy. The average pay of the occupants was from Rs. 40 to 90 per mensem.

Sanitary arrangements.—Entirely satisfactory. There was adequate drinking water and three taps for washing. Water is turned on here twice a day before and after working hours. There is a small enclosed washing place for women.

Latrines are modern and regularly water flushed. There is a notice above those for women and above those for men. There are separate cooking facilities, usually one or more to each room, and a special place for cleaning fishing.

The part where the cooking houses, latrines and washing places are situated is all brick paved and sloping to ensure drainage.

Medical supervision.—The doctor inspects twice a day and if refuse of any kind is found outside rooms, the head of that room is fined. Cases of illness are sent to hospital. At present there are only a few women, and no births have occurred during the employment of the present doctor.

Metal refuse bins with lids are outside every quarter, and we found them all closed. At the end of the lines there was separate accommodation for the Jemadars. The cook house, latrine and water tap were all partitioned off from the Burmese living next to them.

Sick benefits.—The employees are on full pay for the whole of their convalescence after accidents of any kind, and for a limited time for sickness. They may subscribe to a provident fund where the Company doubles the contribution of the employee.

There is no work on Sundays except in an emergency when pay at the rate of 1½ is given and a free day during the week.

All labour is paid direct and not through maistries. This plan works well.

APPENDIX M.

Night visit to inspect Housing.—We went to 27th Street on the night of Friday, August 8th. This street is the centre of the Ooriya quarters, and Friday is the day before many of them embark for India on their return journey. Recently an Ooriya welfare society has been formed by some of the leaders of the men, to safeguard the more ignorant workers from the more obvious dangers. There are a good many lodging houses in this street where men can get a night's lodging or where they may live for an indefinite period. When a man first lands in Rangoon from the North Coromandel Coast he stays a night or two in Rangoon and is charged As. 4 a night. On his return to his country he is more heavily charged, for although the nominal price of one night's board and lodging is only Rs. 1-4-0, in addition he has to pay various sums to various 'charities' (most of which begin and end at home !) and he also pays for the women attached to each establishment, either living there or brought in, whether he wants to or not. He is most probably robbed in other ways as well. We went over several of the houses which usually consist of two rooms downstairs roughly 15 by 20 feet including the kitchen at the back, the water tap and the latrine. The only light and air comes from the front door, which has a small grill over it. During the rains the door is usually shut, so that ventilation is only possible through the grill. The opening, if there ever was one, at the back, seemed hermetically sealed in every house we saw. The following is a typical example of many which were visited by us: There were thirty men on the ground floor lying asleep on the floor or cooking. There was one woman living there in a corner of the room partitioned off with sacking. These rooms were not fifteen feet wide and were in a very bad condition. Scaffolding was round the upper rooms though they were still occupied while earthquake repairs were being carried on. The rent for each room was Rs. 60 per mensem, and Rs. 190 for three. There was no water on the second or third floors, as the taps never flowed except on the ground floor. There is no outlet or ventilation whatsoever in the bathing place or in the latrine, nor any door. Rents are all extremely high, and as the lodging house keeper finds it a profitable job, it follows that the Ooriya coolie pays the high rent and the profit. In almost every house we saw one and sometimes two women. The upper floor of one house was inspected where there was certainly more ventilation as the shutters were open. At the end of the main room was a small one, the only one we saw with a door, where a woman was sleeping. Women are sometimes brought in from the outlying districts. The Ooriyas are Brahmins and do not bring their womenfolk with them from India, hence these arrangements. The whole street was much interested in our expedition but were perfectly civil and showed us all we asked to see. The Ooriyas seem to have few personal belongings, while the Telugus whom we visited in 37th Street and 38th Street had much more in the way of family possessions. Some of the houses in 27th Street have two or three storeys, the upper floor being occupied by clerks, as these floors are much superior to the lower ones. But side by side with fairly good houses are slum dwellings of the worst description. Although we saw many rooms crowded to overflowing, we were told that conditions were twice as bad in the busy season. Then the men sleep in the streets. In one room where a corner was partitioned off, a woman with two babies and a child of three were sleeping. There were fourteen men in that room. We next went to 37th Street, but due to the wholesale exodus of Telugus after the riot, we only found two houses inhabited. The house we inspected, 98, 37th Street, was a large pucca built house with similar ones on each side. The ground floor rooms were of the same type as those seen in 38th Street but were larger and loftier. The rent for the ground floor was Rs. 45 per mensem for one room. There were not more than ten people in the house, but the usual number is forty. Again here there is no through ventilation.

MR. E. J. L. ANDREW, ASSISTANT PROTECTOR OF IMMIGRANTS AND EMIGRANTS, RANGOON (RETIRED).

Preamble.

It appears necessary to explain the reasons for my desiring to tender independent evidence before the Royal Commission instead of co-operating with the Local Government or the several local organisations interested in the labour question. The Local Government has a separate labour department, under an officer of the Indian Civil Service, whose primary function is the investigating and collection of information. Although I was till recently in Government service my knowledge and facts on the various problems in connection with labour have been obtained by private enquiries personally carried out and my investigations extended over a fairly considerable period. Many of my facts may not have been acceptable to the department and there may have been conflict of opinion in consequence. But I have not hesitated to assist that department when I was consulted, as was done by two separate officers of the department As regards private bodies, I am not aware how many and which organisations are submitting evidence, but I would add that I have rendered some assistance to the Council of the National Council of Women in Burma by furnishing them with certain data which they would not ordi-

narily have obtained, also by giving them certain suggestions, and in showing some of the members the housing conditions in certain sections of the City of Rangoon typically labour residential centres.

As regards my knowledge of labour conditions in Rangoon, I would explain that being naturally interested in economic and social problems, I commenced an investigation some 17 or 18 years ago but for some time no system was observed and no defined lines of investigations were laid down or followed. It was not till 1919 when I was appointed Assistant Protector of Immigrants and Emigrants that I first came to realise the real importance of the question and the possibilities that existed for an intensive investigation into the many aspects of the labour problem. My official duties brought me into very close touch with the hundreds of thousands of Indian labourers coming into, and going out of Burma annually. I therefore decided to endeavour to make a close study of labour, concentrating on Indian labour. Possessing a colloquial knowledge of the vernaculars of Indian immigrants—Tamil, Hindustani and Telugu—I was able to converse with the people and by showing a sympathetic attitude I soon gained their trust and confidence. I thus amassed a considerable amount of interesting details on a variety of points. These indicated the particular directions for extending my enquiries. I had further opportunities of carrying out investigations in 1923 when I held the post of Labour Officer. The results of my labour are embodied in my book on "Indian Labour in Rangoon" which the publishers, The Oxford University Press, Calcutta, expect to bring out at the end of this month. I have instructed the publishers to forward an advance copy (complimentary) of my book to reach the Secretary of the Commission at Colombo. I would ask that, if permissible, this written statement may be taken as supplementary to the facts presented in my work.

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I—Recruitment.

1. (*c*) As Burma depends so largely on imported Indian labour, it is necessary to review briefly the factors that lead up to the introduction of Indian labour as a permanent institution. In the early days labour was obtained from Upper Burma. In the 18th century, the migration of Upper Burmans to Lower Burma was due to their conquest of the Talaings. Their migration to the south since the first Anglo-Burmese War of 1824 was due partly to the uncertain and scanty rainfall, but mainly to the insecurity of life and property and the tyranny and oppression of the Burmese Kings, who held their Court at Ava, Amarapura and Mandalay. These Upper Burmans were settled on the land when the fertile districts of the Delta were opened out for cultivation over fifty years ago and to their energy and enterprise i s mainly due the subsequent progress and development of this tract. After the British annexation of Upper Burma in 1886, peace and order were established, roads and railways were constructed, and extensive and costly irrigation works were repaired or newly made, as in the Mandalay, Kyaukse, Shwebo and Minbu Districts. The immediate effect of the cutting of the irrigation canals and the consequent availability of a supply of water was to render agricultural practice in these precarious Upper Burma districts more certain and profitable. Another effect was that the price of rice land which at the time of the annexation was scarcely Rs. 5 an acre rose to Rs. 50 and Rs. 100 and the value of paddy correspondingly increased from about Rs. 50 to Rs. 160—200 per 100 baskets. The changed aspect of agricultural conditions in Upper Burma induced many families who had established themselves in the Delta and become affluent to move back to their homes in Upper Burma. This reverse process of immigration from Lower Burma to Upper Burma gradually led to the supply of Upper Burma labour becoming deficient and scanty and alien Indian labour had to be secured to supplement local and indigenous labour necessary for the rapidly expanding area under rice cultivation. Further as the size of individual holdings in Lower Burma is unwieldy, being about 50 acres on an average and beyond the capacity of a family or household to work, the employment of outside labour became essential.

1. (*i*) As a matter of fact, however, Indian emigration to Burma dates back to the early days of the eighteenth century when people from Chittagong and Madras were accustomed to come across to this Province for trade or employment, the majority going back after the busy season. The greater proportion of these early visitors appear to have been of the better class. The pacification of the country after the second Burmese War—and more particularly the annexation of Upper Burma—was the signal for Indians to migrate to Burma regularly and in increasing numbers, the majority of the immigrants being drawn from the depressed and agricultural labourer classes.

(*ii*) and (*iii*) The precarious nature of agriculture due to failure of rains, floods or cattle disease, the periodic occurrence of famine or widespread scarcity, and pestilence, such as, plague, cholera or influenza, in India combined with the growing demand in Burma for labour for the development of its agriculture and industries and for the opening up of the country generally are the factors which encourage emigration from India. Further, the provision of easier, cheaper and quicker means of transport also induced emigration.

I attach 4 tables to indicate the extent of immigration. Table A exhibits the movements of the population in the twenty-two years 1908-1929 between Rangoon and all other Ports including the minor ports of the Province. The figures are those recorded at Rangoon through which prac-

tically all the passenger traffic entering or leaving Burma passes. It will be observed that except in 1907 the balance has always been in favour of immigration resulting in a net addition to the population of over a million and a quarter souls in the twenty-two years.

Table B relates exclusively to the passenger traffic between Rangoon and the Ports in India during the sixteen years 1913-1929 for which period alone accurate statistics are available. Immigrants exceeded emigrants by over a million souls during this period. This table is a useful index of Indian migration, besides affording a ready means of determining the actual proportion of the movement of the Indian population to the total movement. A comparison of the figures in Tables A and B will show that Indian migration accounts for considerably more than 94 per cent. of the total immigrant population and for about 90 per cent. of the emigrants. Both tables, however, include cabin passengers; the proportion of which to deck passengers is hardly 2 to every 100. It will be observed that while particulars relating to the sex of the immigrants are furnished in both tables similar details are not available in regard to emigrants. This is due to the fact that all in-coming passengers are subject to medical examination by the Port Health Authorities on arrival at Rangoon while a similar examination is operative only in the case of emigrants proceeding to ports of India. Statistics of emigrants are furnished by steamship companies who do not ordinarily maintain separate records for sexes.

Table C exhibits the actual arrivals from India by deck in the eight years 1921-1929 for which period alone detailed and reliable figures are available, while Table D shows the number that returned to India during the same period.

Indian immigration is migratory and seasonal. It is migratory mainly because of the marked disproportion in the sexes due chiefly to caste prejudice and religious sentiment which prohibit the emigration of women across the sea, particularly in the case of the Hindus. A reference to Table C will indicate this disparity in the sexes. In the eight years 1921-1929 of the arrivals at Rangoon 2,132,992 were adult males against 138,423 adult females, giving a sex rate of one female to every 15 males. This disproportion is not the same for all classes; it is highest in the case of Chittagonians and Uriyas and lowest in the case of Tamils. The abstract below illustrates this phenomenon, the figures against each port indicating the number of male arrivals to every one female.

	1921.	1922.	1923.	1924.	1925.	1927.	1928.	1929.
Calcutta	12	16	16·5	17	16	16·7	16·4	14·7
Chittagong ..	35·5	47	50	56	37	50·9	33	26·4
Madras ..	6·5	8	8	9	8	8·1	8·3	10·0
Coromandel ..	18	19	21	20	22	17·6	18·7	19·6

The majority of the Chittagonian arrivals are employed in the sampan and small craft traffic and as engine room and deck crews on ocean going and riverine steamers. The latter obviously have to leave their wives and families behind: the former class usually return to their homes every year and the need of bringing their families across does not arise.

The disproportion in the sexes among this class is actually higher than the above figures would appear to indicate. This is explained by the fact that the figures in Table C include Arakanese and Burmese from the Arakan Coast Ports. A record was maintained by the writer of the actual arrivals from Chittagong during the years 1927, 1928 and 1929 and the result is shown below.

Year.	Males.	Females.	Ratio.
1927	31·274	162	193·0
1928	38·880	527	73·8
1929	41·756	968	43·1
	114·910	1·657	67·5

A considerable number of Tamil agricultural labourers bring their wives and female relations with them; this accounts for the comparatively small sex disproportion among this class. Although Hindus by religion and race, the caste system is not particularly rigid among the labouring class of Tamils who come to Burma. Hindustani labourers have in recent years shown a tendency to bring over their wives and females, but as a considerable number of Uriyas come to Burma *via* Calcutta their inclusion in the arrivals has tended to raise the sex disproportion in the case of this port. It is unfortunate that separate official records relating to Uriyas coming *via* Calcutta are not available. But from personal observation and general information the sex ratio of Hindustani immigrants may be said to be about 12 to 1. In order to check this estimate the arrivals from Calcutta by a number of steamers during the period December 1926—November 1927 were closely watched and a count recorded by the writer. Altogether the arrivals by 36 steamers were tallied. The count gave a total of 31,771 persons comprising 29,144 males, 1,675 females and 952 children. Of this number Uriyas from Cuttack, Puri and Berhampore accounted for a total 4,197 of which 21 were females and 41 children. Excluding Uriyas the figures give a sex proportion of 15 males to one female. A separate enumeration was also made during the same period of arrivals from Calcutta by 22 other steamers. No Uriyas came by these

steamers. The enumeration gave a total of 10,483 males, 925 females and 480 children resulting in a sex proportion of 11 males to one female.

The people coming from the Coromandel Ports comprise Uriyas and Telugus (commonly called Coringhis) who are Hindus. The caste and tribal customs among these people are very rigid, especially is this the case with the Uriyas, and it is a rare occurrence to find a man bringing his lawful wife across the bay. The women that come across are generally those who have been ostracized or have lost caste as a result of a lapse from virtue or some similar cause. The disproportion of the sexes among these two classes is consequently very high, being about 17 males to one female in the case of the Telugus and 150 to one in the case of Uriyas. An actual count was made of the arrivals from the Coromandel ports during the twelve months, December 1926 to November 1927. In this period the direct arrivals numbered 109,633 males and 5,799 females. Telugus accounted for 75,869 males and 5,558 females, giving a sex ratio of 13·6 males to one female, and Uriyas numbered 34,005 adults of whom only 241 were females, equivalent to 140 males to every female. Including arrivals *via* Calcutta, Uriyas numbered 38,161 adults of whom 37,899 were males and 262 females equal to a ratio of 145 males to one female. A further count was made by the writer during 1928 and 1929. The arrivals from the Coromandel Coast during the two years totalled 190,389, of whom 176,396 were males and 9,201 females. The distribution among the two classes was as follows :—

	Males.	Females.	Ratio.
Telugus	135,646	8,981	15·2
Uriyas	40,750	220	185·2

The migration of Indians is seasonal, that is to say the largest arrivals and departures occur at certain definite periods in the year. November and December are the greatest immigration months from the Coromandel Ports, Madras and Calcutta. Emigration to all these places is heaviest in the period March-May, departures to Calcutta and Madras being largest in May and to Coromandel ports in March. This is partly due to the monsoon conditions in the Bay of Bengal, and partly to the fact that the demand for labour for reaping paddy and for the rice mills commences in November-December. The movements of the population do not, however, imply that large numbers come for a few months only ; the departures of March-April are not always the arrivals of the preceding November-December but of some years before that. This fact was verified by a series of enquiries carried out by the writer at various times during the period 1921-1927 among arrivals, departures and those in Rangoon. The average period of stay of most classes of labourers is 3 to 5 years.

2. Only a small percentage of Indians acquire a permanent domicile in Burma. These, belong mostly to the professional or business and clerical classes and to a less degree domestic servants. The majority of the immigrants go back after a stay of from 3 to 5 years and many return after a lapse of a year or two. Indian immigrants therefore do not provide a permanent labour force to the province, primarily because of the frequent change in the personnel of those employed.

3. (*i*) Before describing the methods of recruitment it is necessary to give a brief sketch of the classes of labour met with in Burma. These may be classed in two main divisions, skilled and unskilled, the latter comprising the greater proportion of immigrant labour. Skilled labour represents labour trained or proficient in some particular branch or section of industry or trade, and it is not to be confused with technical labour which falls in a different category. Unskilled labour is divided into two sub-heads, namely, that which comes of its own free will into the province unfettered by any restrictions or conditions, and that which is brought in under a system of contract through the agency of labour suppliers or contractors.

Skilled labour finds employment in mills, factories and dockyards and in transport operations in railway and shipping circles. In virtue of its character, this class of labour finds ready employment and commands remunerative wages. Moreover, not being fettered by any contracts or agreements inimical to its interests, its economic condition and standard of living is good.

A very large proportion of the unskilled labour which comes to Burma belongs to the class of free labour. Coming in search of work and with no preconceived ideas, it takes up work of any kind to be found from ordinary porter work to such operations as tilling the ground or reaping the crops, on terms which vary from fixed, daily, weekly or monthly wages, with or without a supplement, that is to say, free housing and part rations, to sub-tenancy. A large number secure sub-tenancies on terms which comprise the leasing or renting of a piece of land for varying periods, 3 to 5 years as a general rule, against payment to the owner of a stipulated monthly or annual cash rental, or of a certain portion of the produce arising out of the cultivation of the land. The leases or rentals are invariably subject to renewal on expiry of each period. Under this arrangement the labourer works the land as his own property, paying the land revenue and capitation or *thathameda* tax, as the case may be, and so long as the rent is regularly paid he remains in undisturbed possession of the land.

While a large number engage in the pursuits enumerated above, a by no means negligible proportion take up service as malis and domestic servants. Some also take up casual work in hewing wood or supplying water. As a rule, the free unskilled labourer is in as fair an economic position as the free skilled labourer.

Unskilled contract labour is employed in rice mills and in other commercial organisations which obtained their labour by recruitment through the agency of maistries. The condition of this class is infinitely inferior to that of the classes referred to above. It is on this class that attention is focussed. No less that 30,000 labourers belonging to this division are employed in Rangoon alone. They are an illiterate, unorganised and helpless body. They are brought from the Andhra (Telugu) and Tamil districts of the Madras Presidency, and the manner of their recruitment and treatment leaves much to be desired.

Broadly speaking, Indian immigrants are drawn from six main divisions of the people of India, namely, Telugus or Andhras, Uriyas, Tamils, Hindustanis, Bengalis and Punjabis, the two first named classes forming the main labour corps of this province. The term 'Hindustani' which literally means peoplefrom the "Hindustan" includes both Hindus and Mahomedans while the expression 'Bengalis' includes Chittagonians who are mostly Mahomedans. The Punjabis come from the Doab of the Punjab and are employed chiefly as artificers, turners, overseers, etc., in railway and motor workshops, docykards and foundries; some are employed as motor car drivers and a certain number in Upper Burma find employment in conservancy and scavenging work. The majority of the Bengalis are employed in a subordinate capacity in Government or Railway or local fund service or in mercantile offices mostly in the clerical line, but some are shopkeepers or traders. Many are merchants; in fact, Bengalis from the 24-Parganas were originally the principal technical labour employed in factories and workshops in Rangoon. The Chittagonians who come over to Burma are mostly Mahomedans. A large proportion of them are engaged in sampan and small craft traffic and they furnish the bulk of the labour required for ship and launch crews. They are employed as drivers, tindals, oilmen or Khalasis.

The Tamils come from the Southern districts of the Madras Presidency. The middle class of Tamils, like the Bengalis, are employed in the clerical line in Government, railway and mercantile offices. The lower middle and the lower class generally follow agricultural pursuits but are also well represented in rice mills. The Uriyas come mainly from the district of Ganjam in the Madras Presidency and from the Province of Bihar and Orissa. They provide the bulk of the labour required by the Railway and the Public Works Department for rail and road construction and earthwork. They are also employed in mills, dockyards and foundries either as skilled or unskilled workers. The Telugus come principally from the Coromandel Coast and the Ceded Districts, and furnish the bulk of the labour employed in mills and factories and by shipping companies. Many also find work as ordinary porters or carriers and several thousands are engaged as rickshaw pullers and hand-cart men. Those coming from the Nellore District belong to the scavenging class and provide the bulk of the sweepers found in Rangoon and its suburbs. Hindustanis come mainly from the United Provinces and comprise both Hindus and Mahomedans. A large number of both classes take service as *Chaprasis* or peons or watchmen though many are gharri and bullock cart drivers and petty vendors.

The method of recruitment may be briefly described. Mills and large industrial concerns usually employ a labour contractor or maistry whose main duties are to obtain the requisite labour force, to maintain it up to requirements and to generally see that the labourers do their work. When labour is required the mill or firm enters into an agreement with its contractor for the supply of a certain number of labourers for a certain period, stipulating at the same time the rate of wages that will be paid for each class of labour and the remuneration to be paid to the contractor for his services as recruiter. In a few instances, the contractor is given an advance of money for the grant of advances to the labourers and to defray the expenses of their journey from India to Rangoon, the advances being subject to recovery by instalments without interest. Generally, however, contractors do not ask for or accept advances. They are able to finance the undertaking themselves having amassed much wealth during their past operations or they experience little difficulty in raising what is necessary either from their friend or the Chettyar. This is a very valuable asset and places them in a position of independence.

The Contractor either proceeds to the recruiting centre in India or deputes an agent for the purpose. Labourers are induced to come over with various promises and prospects of good pay, etc., and as a further inducement advances ranging from Rs. 50 to as high as Rs. 300, Rs. 400 sometimes Rs. 500 are given for the liquidation of debts and for the maintenance of their families till the workers are able to make remittances. On being obtained, the requisite number of recruits, including women in several cases, is taken to the nearest port of embarkation and brought across to Rangoon. The contractor or his agent bears all expenses of transport and rationing *en route*. On arrival in Rangoon the labourers are taken to the place of their future activities and set to work.

To safeguard himself the Contractor or his agent insists on the labourers executing a contract or agreement prior to embarkation in the case of those recruited in India, or before entering employment in the case of those recruited locally. Execution of the contract or agreement consists in obtaining the labourer's thumb impression on stamped agreement forms or on blank stamped paper. The agreement constitutes an undertaking to serve the maistry or contractor for a given period, which term, however, is usually not specified at the time. It is also an acknowledgment of debt for a certain sum which is supposed to represent the actual advance received and the cost of food and transportation, but here again, the actual amount of the indebtedness is not

specified and not infrequently it has been known for considerably larger sums to be entered up at a later date. This document now becomes a very valuable weapon in the hands of the maistry or contractor and the enslavement of the labourer actually begins from that date.

Two facts stand out prominently under this system. One is that labourers recruited for service in Burma commences life with the burden of debt. The other is that the labourers are directly under and subject to the control of the maistry or contractor; the labourers, virtually and in fact, are the servants of the maistry and not of the mill or company. The extent to which the labourer is at the mercy of the maistry will be evident from the fact that the maistry controls the disbursement of wages. Services under these conditions naturally give rise to and affords facilities for oppression, extortion and various other abuses. This system of recruitment is commonly known as the "Maistry System" the evils of which are many.

3. (*ii*) The present method of recruitment of labour for service in Burma is detrimental to the labourers in two important respects. One is that labourers are systematically under-paid, that is to say, they rarely receive the full wages to which they are entitled. The other is the pernicious premium and advance system which result in general indebtedness and oppression bordering on slavery. To remedy the evils, it is necessary to abolish completely the method of recruitment through the agency of maistries, and to provide for the *direct* payment of wages to the workers.

Several schemes suggest themselves but the ideal scheme is undoubtedly the Malayan System of recruitment and control of labour.

Malaya like all other countries dependent on imported labour, experienced constant difficulty in the matter of labour till 1907 when the problem was solved by the institution of the Indian Immigration Fund, which secured a constant supply of imported labour directly available for work on estates and public works. The system is unique and to it is due the comparative freedom and immunity which Malaya has since enjoyed in the matter of labour difficulties. In that year the Indian Immigration Committee was appointed, consisting of officials and non-officials, with the Superintendent of Immigrants (now designated Controller of Labour) as Chairman and an Enactment passed empowering the Committee to levy an assessment on employers based on the amount of work done by all Indian labourers for such employers. The assessment rate is about 2 dollars per quarter per unit of 78 days' work equivalent to an additional charge of 2·5 cents a day to wages of all Indian labourers employed on the estate. The proceeds of the assessments are credited to the Immigration Fund which forms no part of the general revenues of the Government but is administered by the Controller under the authority of the Committee, solely in the interests of the importation of Indian labour. The purposes for which the Fund can be used are specifically defined and include, besides expenses connected with importing labour, "the maintainance of homes for decrepit and unemployed Indian labourers and the children and orphans of Indian labourers", and "repatriation of and assistance to Indian labourers in need of relief". Until some six years ago most of the expenses of administering the Fund were borne by the Government, which also paid the salaries of the officials in India, maintained the Emigration Camps there and paid the annual subsidy to the B. I. S. N. Company for the carriage of emigrants. The Fund bore the general expenses of recruiting, the principal items being train-fare of emigrants from their homes to the ports of Negapatam or Madras and their feeding in the Emigration Camps at these places while awaiting shipment, passages from Madras or Negapatam to the Straits, expenses of quarantine on arrival at Penang, Port Swettenham or Singapore, transport thence to their places of employment in Malaya and the payment of the recruiting allowances—ten dollars—to the employers by whose agents they had been recruited. The financial relations between Government and the Fund have since been revised and the expenses of administration, the steamer subsidy, the maintenance of the Emigration Camps and all expenditure that can be considered to fall under the head of "recruitment" as distinguished from "protection" have been transferred to the Fund.

Labour is recruited by agents known as kanganies. These men are sent over to India by individual employers to recruit for their particular places of employment and receive remuneration in the form of commission from these employers. The recruiting allowance paid to the employer is intended to recoup him for this expenditure and other incidental costs not met from the Fund. No license to recruit is granted to a kangany who is not an Indian of the labouring class and who has not been employed as a labourer on the place of employment for which he intends to recruit for a period of not less than three months. Licenses are issued by the Deputy Controller of Labour and endorsed by the Agent of the Government of India. Each kangany is authorised to recruit in the first instance up to twenty labourers while the maximum commission is limited to Rs. 10 per head for each labourer recruited. On arrival in India the kangany takes his license for registration to the office of the Malayan Emigration Commissioner in Madras or to the Assistant Emigration Commissioner in Negapatam. Only on endorsement by one or other of these officials does the license become valid. The period of currency of a license is usually for six months and is limited for one year. After having registered his license the usual routine is for the kangany to proceed to the offices of Messrs. Binny and Company, Madras, Messrs. Madura Company, Negapatam, who are the agents of the B. I. S. N. Company and who generally act as financial agents in India for employers in Malaya. There is no obligation to employ

either of these firms and at various times other arrangements have been made by individual employers, but in practice the two firms enjoy a virtual monopoly. After receiving an advance (usually about Rs. 20) from the financial agents the kangany proceeds to his own village to recruit. When recruits are obtained each is given a copy of the official pamphlet containing information about Malaya, the rate of wages, the hours of work, etc., and a receipt taken. The recruits are then taken before the Village Munsiff or Headman who, after satisfying himself that there is no valid objection to the person emigrating, initials the entry of the recruit's name on the back of the license. When the necessary recruits have been collected the kangany takes them to the port of embarkation, Madras or Negapatam, either himself prepaying the train fare which he afterwards recovers, or getting the fares paid by one of the Recruiting Inspectors (of whom there are fourteen) employed by the Fund. Before embarkation all emigrants are inspected by the officials of the Indian Government—the Protector of Emigrants and the Medical Inspector. After the emigrants are embarked, unless he is himself returning to the Straits when he is paid the balance due to him on arrival, the kangany received his commission less the amount advanced to him by the financial agents.

Besides the emigrants recruited by the kanganies for individual employers, any *bonafide* agricultural labourer who is physically fit, on application to the Emigration Commissioner or his Assistant, can obtain a free passage to Malaya at the expense of the Fund, without incurring any obligation to labour for any particular employer on arrival. The number of these voluntary emigrants has been steadily increasing. They are mostly returning emigrants who are proceeding to their places of employment and as they are not recruited neither kangany's commission nor recruiting allowance is payable. The number of Indian labourers, both recruited and voluntary migrating to the Straits for work has not exceeded on an average 75,000 persons (including about 10,000 minors) annually, a number which is only about one-fourth of the number of immigrants arriving in Rangoon from India every year. The great majority of immigrants to the Straits are persons from Southern India.

Under the terms of the contract with the British India Steam Navigation Company Government guarantees to take 35,000 tickets annually. The agreement which is for a combined mail and immigrant service provides for a five years' contract for a fortnightly service. The service has worked well and there has been no shortage in the number of tickets taken. These are the essential points in the Malayan system, a special feature of which is the increasing tendency towards the improvement of the sex-ratio, which has now reached the satisfactory figure of one female to every three male arrivals. As a further operation it is only necessary to refer to the census figures for 1911 and 1921, the sex-ratio of the Indian population on estates improving from one female and three males to one female and 1·8 males in the decennium.

The Immigration Fund has been entirely self-supporting and now has to its credit over two million dollars practically all in liquid assets.

The adoption of a scheme of reform for the recruitment and control of labour in Burma on the lines of the Malayan system should not prove insuperable from the administrative, economic, political and legislative aspects. With the separation of Burma from India under a Governor who is to be absolutely independent of the administrative and legislative control of the Government of India the adoption of such a scheme is simplified.

The scheme would also be useful in effecting a control on the indiscriminate immigration of a class of people that Burma does not need. Indian labour is essential to Burma but the large army of cripples, beggars, ne'er-do-wells, political agitators and men seeking clerical and similar posts are not wanted. The Province would be immeasurably better off without people of this type. A considerable section of Burmese public opinion has recently been agitating for the restriction of Indian immigration. A scheme of recruitment on the lines of the Malayan system would automatically restrict immigration to the limits of actual requirements. It would therefore, it is believed, meet with popular approval and support of the Burmese people. With the separation of Burma from India the Indian cry for an Indian Assistant Protector of Immigrants and Emigrants should disappear. Indeed, the necessity for such an appointment would cease to exist.

4. The uncertainty of securing early employment and of their stay in Burma coupled with the inability to defray the expenses of transport, and in some instances caste prejudice, are factors which operate in preventing the more from bringing their wives and families along with them. The absence of house accommodation suitable for family life is another factor. These causes account for the disparity in the sexes referred to previously. There is then an entire absence of home life among these people and it is therefore not surprising that prostitution is rife among them resulting in the prevalence of venereal disease among a large proportion of Telugus and Uriyas in particular. Polyandry or plurality of husbands is sometimes practised but it is not extensive as some people think. It is not uncommon for groups of 15 or 20 or more Indian labourers—particularly among Tamils and Telugus—to live together and to include a single woman in the company. She is not plurally married to the men ; wife to one, she is the housekeeper to the others. In Rangoon one frequently comes across a group of unattached Telugu labourers including a woman as house-keeper. She occupies the same room but enjoys a certain amount of

privacy. If no alliance previously exists with any of the men, in course of time she accepts the position of a wife to one of her own choice still maintaining her rôle as house-keeper. Such relationship is acknowledged by the others who thus virtually become lodgers in the household. Occasionally a woman so circumstanced drifts into promiscuous relations with others in the group and is recognised as their common wife.

An effect of this life of enforced celibacy is the system of keeping mistresses which has grown up in recent years. In many cases the alliance is based on sentiment. The tié is not a legal one and is not recognised, and either party is free to form a new alliance. When the man lives in a barrack or shares a room with other men, the woman usually assumes control of food arrangements. She feeds the other men at a fixed rate per month and carries on the arrangement as a business proposition. When an alliance is dissolved by mutual consent the custom, particularly among the Tamils, is to compensate the women with a gift of money or jewellery. Men living under such an arrangement invariably do not make remittances for the support of their lawful wives and families in India as practically their entire earnings are handed over to their mistresses.

The absence of home life, bad housing, long hours of toil, the absence of leisure necessary for the revival of physical and mental powers and the lack of recreation for the occupation of the mind are all factors which contribute to make life a drab and listless existence for these miserable people. Many men and women of this class in course of time fall easy victims to the drink evil, and on an average 15 to 30 per cent. of their hard earned wages is spent on alcoholic drink, some take to opium or ganja as well, and sooner or later become dope fiends. It must be understood that the entire body of Indian immigrants is not addicted to the drink habit. This is literally true of the men of the cobbler and scavenging classes who must have their daily quota of toddy (a natural liquor obtained from the toddy or palmyra palm) or *Hlawza* (a country liquor made from fermented rice) as long as they have funds. The other working classes as a rule indulge in drink on every pay day when they have a gala-day of feasting and drinking.

As indicated above prostitution is customary among practically all classes of the Indian labouring population and a considerable trade is carried on in the procuration of women and young girls. There is a ready market, brothel-keepers being always on the alert to purchase fresh girls and in many cases proprietors of houses of ill-faw either themselves make trips to India to obtain women and girls for their brothels or employ regular paid agents for the purpose. In a number of cases it was discovered that the girls, daughters of respectable but poverty stricken families whose fathers are in Burma, were induced to come to Burma on false promises of marriage or work or other inducements. The trade in the procuration of girls is most common among the Telugus. One very pitiable case came under the personal notice of the writer in most unexpected circumstances. A man about 40 years of age once met a girl in a brothel. For some unaccountable reason he took a strong fancy to her and she to him, and as she was very young, about 16, and of prepossessing appearance and he was her first customer, he quickly arranged to purchase her for a large sum. He took her away to his house and in course of time she became enceinte. It was only then that the man unexpectedly discovered to his horror that the girl was his own child. She was only a year or two when he left his village to come to Burma and he had never returned to his country in all that time. How many other similar cases existed it is impossible to tell. The truth is seldom known. But there is little doubt that the absence of men from their families for protracted periods has a baneful effect on the family life.

7. It is difficult to define the actual extent of unemployment among the immigrant Indian population, chiefly owing to its mobility. But generally speaking, from observation, experience and investigations, it may be said that only a small proportion, roughly about 5 per cent., are out of employment at any given time. This is explained by the fact that such persons take up any casual work, such as coolies, hand-cart pullers, porters, etc., till they get regular employment in their particular lines. Rice mills work short time and rarely at night during the off season. The surplus labour is temporarily thrown out of employ and the men engage in the pursuits described above, while the women earn a precarious living gathering drift wood along the foreshore of the river, refuse from the saw-mills, coal dust from the depot and waste salt at the landing stage of the warehouses and selling these by house to house hawking. They also become petty vendors of pickles, kerosene oil for lamps, etc.

Cases of dismissals generally occur only among the baggage coolies of steamship companies but in the majority of cases the dismissals are the direct result of the evils of the maistry system. Accidents account for cases of unemployment but invariably some compensation is paid to the injured. One well-known European firm in lieu of paying compensation to a worker injured in the performance of his work has given some other work of a light nature without any reduction in wages. This firm gives unemployment pay during sickness in hospital. The period is generally 10 days but is longer according to the length of service and conduct of the worker.

8. In rice mills a more or less small permanent labour force recruited through the agency of maistries, is maintained all the year round. For the busy season November-May a considerably arger body of men and women are recruited locally, also through the agency of contractors or

maistries. The personnel of this temporary or casual labour staff consequently varies from year to year, though several of the old employees of the mill return for work in the rice-milling season.

About 250 coolies comprise the strength of the permanent dock staff of the Contractor of the Port Commissioners. These men ordinarily vacate their work on proceeding to their country. This occurs after about 2 to 4 years of work. The contractor employs a larger temporary staff daily. The number varies from day to day according to requirements. The same men are invariably so employed but a considerable number work only for a short time and seek other work. The menial labour staff employed by the Port Commissioners is permanent.

Practically all stevedores maintain a small permanent staff for work all the year round. When work is exceptionally heavy extra gangs are engaged and their services are dispensed with immediately the pressure is eased.

The greatest extent of casual employment is to be found among rickshaw and hand-cart pullers. The men do not follow this profession for any length of time and new recruits are constantly flowing in to replace those who have given up rickshaw or hand-cart pulling after working at it for a short time. It is estimated, about 10,000 immigrant Indians are engaged in these occupations.

III.—Housing.

16. (*i*) All mills and factories do not provide their workers with housing accommodation; only some do.

The Corporation of Rangoon provides housing accommodation for the conservancy staff.

The Port Commissioners provide housing accommodation, partly in Rangoon and partly at King's Bank across the river for lascars, khalassis, etc.

(*iii*) Private landlords do not build in order to provide accommodation for the labouring class. The type of building generally erected is on the tenement or block plan. Any one is free to rent these.

(*iv*) Only a few, principally clerks, put up their own houses for their exclusive use.

(17) No facilities exist for acquisition of land for workers' houses. Land values and cost of development are high and the Development Trust recoups its outlay by charging premises and ground rents.

18. As the housing accommodation provided is so limited, the great majority of Indian labourers are obliged to make their own arrangements for housing themselves in the city. As men *individually* cannot afford to rent a room, the practice has grown up of several clubbing together and hiring a tenement room, about 20 or 25 feet by 12 feet in size, for their common habitation, and sharing the rental equally. This practice has led to excessive overcrowding; frequently as many as 20 or more people may be found in occupation of a tenement room, originally intended to house only 4 or 6 persons. The lack of space is not so pronounced during the day as most of the labourer occupiers are away at work, but at night the problem becomes so acute that in the hot weather many of the occupants have to resort to sleeping in the open, on the roadside or on the pavements just outside their rooms. Apart from the overcrowding, these rooms are dark, dirty and badly ventilated. Possessing no windows or other means of ventilation except the doors at either end, living in such rooms is rendered highly insanitary and dangerous, particularly during the monsoon when the doors have to be closed to prevent the rain beating in and when all the occupants are obliged to sleep indoors. Constant inhalation of foul air and noxious vapours emanating from the roadside drains, or sleeping in the hot foetid and suffocating atmosphere of congested rooms affect the health of the occupants.

Housing in Rangoon formed the subject of a recent investigation by the Rangoon Social Service League of which the writer is a member of the Committee. The Committee of the League visited several localities in various parts of the town and the facts noted during such inspections are recorded in a report recently published. In the Lanmadaw quarter the Committee found the buildings to be "insanitary" in every respect, the latrines being particularly "bad", the drainage ineffective, the ventilation insufficient, the back drainage spaces appalling and congestion most marked," the number of individuals living in a single room" being excessive. In Ahlone the Committee found "very many old houses whose construction is very faulty and the general sanitation of which can be described as hopeless. The latrines attached to these houses abut on a drain which runs along the back of a row of houses and access to them is difficult at all times particularly in the rains, "so much so that the contents of the very unsatisfactory wooden receptacles had been spilled into this drain which was in effect nothing other than an open sewer". In another portion of the area visited, the Committee note that "the want of sanitary control can best be exemplified by the fact that the public latrine of the area is so bad that the population uses the adjacent ground as a latrine, so that walking was a matter requiring careful observation."

The Committee also visited six streets in the town itself occupied by the Indian working class. Referring to these visits the Committee write "These places were visited late at night in order to see the actual state of affairs and the following are some of the things which several members of the Committee saw :—

1. As soon as we arrived intimation was passed rapidly that a visit of some persons in authority was taking place and the sleepers swarmed out from the rooms like bees from a hive. The meaning of this is that all the rooms were being overcrowded, and that if the occupiers had remained in them then the owner or the lessee of the room would have been liable to prosecution.

2. In every case the room visited was found to be overcrowded. For example, 25 where 11 were supposed to be ; 31 where 11 were supposed to be, etc., etc.

3. In certain cases we found what are known as 'married quarters', that is to say a bed hung with old sack cloth (gunny bags) or other tough curtains in which a man and his wife slept. These were in immediate juxtaposition with rows of non-married males lying in all directions.

4. In certain cases again we found apparently single women hidden away underneath a cot on which a male was sleeping and having alongside of them the usual lines of males who are presumably without their wives, assuming them to have been married. Under such conditions it is impossible for any female to remain a *woman* for any length of time ; of necessity sooner or later she *must* become degraded.

5. The ventilation in these places can only be described as non-existent.

6. The general filth is indescribable.

7. The strain on latrine accommodation can be imagined and this in a great measure accounts for the appalling condition of the back drainage spaces.

8. The class of labour housed in these various areas may be divided into *Temporary* and *Permanent*. The former is represented by men who are staying for a few days preparatory to leaving Rangoon ; they pay anything from annas 12 to Rs. 1-4-0 for board and lodging per diem. The permanent labourers have to pay the rental of the room to the owner or the lessee ; it is obvious therefore that the owner or lessee stands to increase his profit by the extent of overcrowding which he can achieve and because of the concentration of population he has always the means to secure this overcrowding. In plain language both the landlord (when not subject to rent control) and the lessee are making a profit at the expense of the health of the labourer, for the simple reason that the Municipal Authority has not yet taken the necessary steps to provide accommodation for this class of labour.

9. It is a bitter commentary of the state of affairs that a large number of small boys were found to constitute a good proportion of the occupiers of these overcrowded rooms in these areas. The physical health of these lads must of necessity suffer ; their mental and moral health is equally bound to suffer. The Municipal Authority is allowing the perpetuation of a system which will inevitably lead to a depraved population. Summing it up generally, our visits have shown us clearly that the physical, mental and the moral health of the labouring population of Rangoon is being endangered ; that money is being made out of this by the unprincipled action of landlords, and that these last are enabled to do this because the Municipal Authority has hitherto failed to make adequate provision for the labour on which this Municipality is founded."

The steady boom in house and land values has driven up the cost of building construction so that the rents demanded are in excess of what the labouring class can reasonably be expected to pay. There has also been a steady rise in the standard of living involving greater expenditure than formerly on food, clothes and amusements with a corresponding lowering of the power of the people to pay the enhanced rents demanded. These factors are responsible for the overcrowding noticed above. Their want of knowledge of the elementary principles of hygiene and sanitation coupled with the absence of effective control accounts for the insanitary state of the dwellings. But the conditions referred to are not peculiar to the class of labourers who are obliged to find their own accommodation. The position is almost as bad in the cases of those operatives who are provided with rent-free accommodation by mills and factories. A point that particularly struck the writer in the course of investigations into housing conditions was the indifference of employers in the matter. In a large number of instances not only were the quarters in bad repair and overcrowded but the surroundings were in a highly insanitary state and the water supply neither good nor sufficient. A few typical examples will indicate the actual condition met with.

1. A Telugu employed as a paddy carrying cooly in a rice mill at Dawbon is accommodated in a room in a rickety state, zinc walls and roof and is generally in a dilapidated state. It is dark, filthy and badly ventilated. The water supply obtained from a pipe is neither good nor sufficient. The latrine is on the pit system ; drainage and sanitation bad.

2. A Telugu employed as a boatman in a rice mill at Dawbon is given accommodation in a room 10′ × 30′ occupied by 20 other employees. The room is in a dilapidated condition the wooden flooring being rotten and the zinc walls and roof needing repairs. It is dismal,

dark, filthy and badly ventilated. Pipe water neither good nor sufficient. Latrine, pit system, drainage none, the surroundings being a veritable quagmire.

3. An Ooriya employed in a rice mill shares a room 10′×25′ with 23 other employees. The room has a wooden floor in a very bad state, *thati* or bamboo mat walls and a zinc roof and is in a dilapidated state. The pit system of latrine is in use. There is no drainage and sanitation is bad.

4. A Telugu employed in a rice mill at Dawbon. Is married, his wife and two young children live with him. The wife is also employed in the mill. They have free accommodation in a room 10′×30′ which they share with other employees consisting of two families and six single men. In all 9 men, 3 women and 6 children between the ages of 2 and 8 years occupy the room. The room is dark, filthy, badly ventilated and in a dilapidated condition. It has a wooden floor but zinc walls and roof. To secure privacy the three families have screened off with thick cloth portions of the room for their use, a measure which adds to the stuffiness of the room. Water obtained from a pipe is insufficient; latrine on pit system; drainage and sanitary arrangements deplorable.

5. A Telugu employed as a cooly in a rice mill at Dawbon. Is married; his wife and child live with him. The family share accommodation in a single room 10′×30′ with 21 other men. The room has a wooden floor in a rotten condition, zinc walls and roof, is badly ventilated and generally in a dilapidated state. Water obtained from a pipe is good but supply is not always sufficient. Pit system of latrine. Drainage and sanitation are bad.

6. A Tamil employed in a rice mill in Upper Pazundaung where his wife is also employed. They and their two children have to share 1 room 10′×5′ with another man and six women. The room is one of a number of similar rooms in a barrack; it has a wooden floor and zinc walls and roof. Pipe water; pit system; drainage and sanitation poor.

7. Also a Tamil employed in a rice mill in Upper Pazundaung. His wife and three children are living with him. The family occupy a room 6′×15′ in which 3 other families with three children are also accommodated. The room is crowded and badly ventilated.

8. A Telugu employed as a foundry cooly in the Government dockyards shares a room 28′×56′ with 29 other employees. The room has zinc walls and roof and a cement floor, ventilation fair.

9. An Ooriya employed in the Government dockyards at Dawbon shares a room 28′×56′ with other employees. Altogether 30 men live in the room which has a cement floor, zinc walls and a tiled roof. The room is in good condition and ventilation fair. Pipe water; latrine; pit system, sanitation fair but capable of considerable improvement.

The Corporation of Rangoon has prescribed that in a registered building the superficial area available for each person in occupation shall not be less than 36 square feet with the proviso that this area may be reduced to 24 square feet per head on the certification of the Health Officer that the ventilation is ample and that an open space exists around the building. A "registered building" is defined as one (*a*) which is occupied to any extent in common by members of more than three families; or (*b*) which is wholly or in part let in lodgings; or (*c*) which consists of one room occupied by members of more than one family. The power of determining whether a building or a room is to be registered as a "registered building" and the maximum number of persons that may at any time occupy such rooms or building is vested in the Health Officer of the Corporation. The bye-laws of the Corporation further prescribe that in estimating the maximum number of persons "the floor space occupied by bath rooms, kitchens, rooms or other spaces not intended for habitable purposes shall not be taken into account." On the basis of 36 square feet per head it will be observed that in every case of the examples given above the bye-laws are being infringed with impunity.

The defective building bye-laws are responsible for the present unsatisfactory type of buildings. It is surprising that in an extremely well laid out town dwelling houses and buildings are allowed to be so constructed as hardly even to allow proper light, air and sunshine to enter the living rooms, which, owing to the conditions of labour in the city, are perennially greatly overcrowded.

22. Reference has been made under (18) to the overcrowding existing not only in rooms occupied by labourers in the town but also in the mills. It was shown that married couples and unattached men and women live in no seclusion beyond that provided by a screen of cloth, gunny or mat. The moral effect on the dwellers is better imagined than described.

Except in the case of a few of the large mills which provide their operatives with free housing of a kind, the large employers are callous and negligent of their responsibilities in this matter. One European Manager of a large mill admitted that he had never inspected the cooly lines. It may be argued that land in Rangoon is too valuable or is not available. There is no good reason why barracks should not be put up on some suitable spot on the outskirts of the Town near the Railway Line. If this were done it should be an easy matter to arrange with the Railway Company to run "labour specials" in the mornings and evenings for the transport of the labourers. It would be a good thing if the Corporation were to erect suitable barracks and rent these out to those firms who are unable to put up quarters for their workmen; the

idea is worth considering. The Corporation Authority which has been chosen to discharge the public functions of the Community in which we live, should be urged steadily and persistently in this matter.

IV.—Health.

23. The majority of the labouring population of Rangoon consists of the poorly paid whose mode of living in overcrowded, ill-ventilated houses, barracks and cooly lines and in insanitary surroundings naturally tends to raise the general death rate. Personal hygiene and cleanliness are practically unknown to this class and their utter ignorance is a further handicap in lowering their standard of health and their ability to resist disease.

Indians are to be found all over the province and for statistical purposes are divided into two main groups—Hindus and Mohamedans. Births and deaths are registered according to the five main religious divisions of the population and not by communities of races, the main classes being Christians, Mohamedans, Hindus, Burmese or Buddhists and "other classes". This classification is the Government or official standard and is that adopted by Municipalities in Burma. As this note is concerned only with the immigrant population vital statistics are furnished in the tables below for the two main divisions comprising Indian immigrants. Statistics for Burmese are also given for purposes of comparison. The population of these three classes according to the 1921 Census in the whole of Burma and in Rangoon are :—

	Hindus.	Mohamedans.	Burmese.
Burma	450,236	483,349	9,480,566
Rangoon	125,626	62,070	105,523

It is only in the larger and more important Municipal towns in Burma that anything approaching accurate registration is carried out. In rural areas, and to a less degree in the smaller municipalities, registration of vital statistics is admittedly defective. According to the Director of Public Health, Burma (*vide* his annual report) the provincial mortality and the death-rate per 1,000 of population was :—

Year.	Hindus.		Mohamedans.		Burmese of Buddhists.	
	Number of deaths.	Rate per 1000 of population.	Number of deaths.	Rate per 1,000 of population.	Number of deaths.	Rate per 1,000 of population.
1921 ..	10,055	23·34	9,003	18·46	203,750	21·54
1922 ..	10,425	23·16	10,465	21·83	209,636	22·17
1923 ..	9,620	21·37	9,432	19·31	100,063	21·00
1924 ..	9,358	20·78	9,553	19·56	206,476	21·78
1925 ..	9,212	20·46	9,235	18·91	177,089	18·68
1926 ..	9,858	21·90	10,442	21·38	198,149	20·90
1927 ..	9,767	21·69	9,781	20·03	184,661	19·48
1928 ..	9,948	22·10	11,212	22·96	201,361	21·24

Examination of these figures indicates that the mortality rate among the Hindus though slightly higher than among the Mohamedans, approximates very closely to the death rate among the Burmese or Buddhists. It further indicates a steady increase in mortality rates in the past three years, a fact which is true in the case of either of the two classes.

As over sixty per cent. of the immigrant labour arriving in Burma from India remains for work in Rangoon it is interesting to examine the statistics of births and deaths as furnished by the Health Officer of the Corporation. The figures of births and birth-rates per 1000 of the female population at the child-bearing period between the ages of 15 and 50 and per 1000 of the population in the period 1922-1929 for each of the three main classes of the population are :—

TABLE A.

Hindus.			Mohamedans.			Buddhists.		
Number of births.	Birth-rate per 1,000 of Female population.		Number of births.	Birth rate per 1,000 of Female population.		Number of births.	Birth rate per 1,000 of Female population.	
1,859	129·49	14·80	937	132·57	15·10	2,266	73·79	21·47
1,816	126·49	14·46	930	131·58	14·98	2,143	69·78	20·31
1,996	139·03	15·89	927	131·15	14·93	3,283	74·34	21·64
1,894	131·93	15·08	909	128·61	14·64	2,349	76·49	22·26
2,131	148·44	16·96	961	135·96	15·48	2,754	89·68	26·10
2,204	153·52	17·54	939	132·85	15·13	2,636	83·83	24·98
2,304	160·49	18·34	1,022	144·60	16·47	2,706	88·11	25·64
2,623	182·71	20·88	1,139	161·15	18·35	2,986	97·23	28·30

The comparatively low birth-rate per 1,000 of population among the Indians is attributable to the migratory nature of the population and to the disproportion of the sexes among this class.

As regards infantile mortality the details of deaths and the death rates per 1,000 births are:—

Table B.

Year.	Hindus.		Mohamedans.		Burmese.	
	Number of deaths.	Rate.	Number of deaths.	Rate.	Number of deaths.	Rate.
1922 ..	735	395·37	279	297·76	688	303·62
1923 ..	704	287·67	309	322·26	724	337·84
1924 ..	798	399·80	370	399·14	757	331·58
1925 ..	765	403·90	305	335·53	801	340·99
1926 ..	747	350·54	302	314·25	894	324·62
1927 ..	772	350·27	293	254·53	704	267·07
1928 ..	806	349·83	351	343·44	1,008	372·51
1929 ..	883	336·64	376	330·11	970	324·85

Infantile mortality among the Burmese is very high, it is considerably more so among the Hindus being between 50 and 90 per 1,000 births higher. Except in 1924, in which the mortality rate among the Hindus and Mohamedans was approximately the same, the infant death rate among the Mohamedans has been lower than among the Burmese. Eighty per cent.

Eighty per cent. of the deaths among the Hindus is due to premature birth, malnutrition, convulsions, bronchitis or pneumonia, dysentery and diarrhœa, while the mortality among Mohamedan infants from the same causes is higher being 80 per cent. There is little doubt that the high infantile death rate among the Indian community is directly related to the social and economic conditions of this community caused by poverty, overcrowding and living in ill-ventilated houses amid insanitary surroundings.

In regard to general mortality statistics for Rangoon these are given in detail in the statements below. In Table C the figures relate to deaths per 1,000 of population for all ages including infantile deaths while in Table D infantile mortality has been excluded.

Table C—Including Infantile Mortality.

Year.	Hindus.		Mohamedans.		Burmese.	
	No. of deaths.	Rate.	No. of deaths.	Rate.	No. of deaths.	Rate.
1922	4,927	39·42	1,855	29·94	3,930	38·18
1923	4,536	36·29	1,883	30·39	3,915	37·93
1924	4,417	35·34	1,724	27·82	3,627	35·14
1925	4,622	36·79	1,875	30·21	3,976	37·63
1926	4,566	36·35	1,841	29·66	3,927	37·21
1927	4,246	33·80	1,626	26·20	3,317	31·43
1928	4,168	33·18	1,739	28·02	4,050	38·38
1929	4,004	31·87	1,606	25·87	3,699	35·05

Table D—Excluding Infantile Mortality.

Year.	Hindus.		Mohamedans.		Burmese.	
	No. of deaths.	Rate.	No. of deaths.	Rate.	No. of deaths.	Rate.
1922	4,192	33·37	1,576	25·39	3,242	30·72
1923	3,832	30·50	1,574	25·36	3,191	30·40
1924	3,619	28·81	1,354	21·81	2,870	27·20
1925	3,857	30·70	1,570	25·29	3,175	30·09
1926	3,819	30·40	1,539	24·79	3,033	28·74
1927	3,474	27·65	1,333	21·48	2,613	24·76
1928	3,362	26·72	1,388	22·36	3,042	28·83
1929	3,121	24·84	1,230	19·82	2,729	25·86

A scrutiny of the figures in Table C above does not reveal anything very startling. The mortality rate for all ages among the Hindus is 6 to 9 per thousand higher than among Mohamedans and is approximately the same as that among the Burmese notwithstanding the very high infantile mortality among the Hindus, mortality which as Table B indicated is over 60 per 1,000 higher than among the Burmese. In Table D this difference is less marked. The figures clearly dissipate the erroneous impression sometimes entertained that the mortality among the Indian labouring class is abnormally high. The greater majority of Indian immigrants are adults between the ages of 18 and 45 and neither provincial statistics of mortality nor the figures for Rangoon support that idea. The universal law observed in all large movements of population all over the world is that new comers to a country sooner or later become inured to the peculiar characteristics of their new environment with its attendant evils in the shape of illness, etc. Ordinarily new arrivals are no more prone to disease or death than the people of the country, though a reduced vitality of a class or section of a community coupled with insanitary conditions of life are factors which increase the liability to contract diseases which result in death.

(*iii*) Generally the conditions under which labourers work are fairly satisfactory. The occupation are not injurious to health and the places of work are open and airy. Even in cases of cottage industries such as cigarette making and cigar rolling, I have found conditions satisfactory. There is plenty of ventilation, light and air. It is in regard to their housing in mills and in the town, that fault is to be found.

(*iv*) The factors necessary to an ordered life, regular hours for meals, work, rest, exercise, etc., are absent in the case of most labourers who often have no recognised or regular time for food or rest. Frequently, a labourer is obliged to work for long hours at a stretch without food or rest and many have to content themselves with only two meals a day, the first in the early morning before proceeding to work, and the second at night after the days work is done. The physical strain is thus increased. Unfettered by control and supervision of any kind Indian labourers are under a great disadvantage. Added to these disabilities are the deplorable and insanitary living-in conditions. Considering all these factors it is marvellous that the Indian immigrant succeeds in maintaining his health and physique at a fairly high standard. His daily diet is not extraordinarily enrichening. A typical diet of Tamils, Telugus and Uriyas comprises a daily average of--

20	ounces	rice.
1·92	ounces	dhal,
1·44	,,	fish,
·8	,,	flesh meat.
4·8	,,	vegetables
·96	,,	potatoes.

with the usual condiments, salt, cooking oil, etc. Uriyas do not eat meat as a rule. Hindustanis use atta in lieu of rice. It will be observed that rice and dhal constitute the main components of the diet of these three classes, but as the rice used is always higher milled, it is invariably deficient in all the vitamins. Dhal, however provides a larger quantity of Vitamin B while the vegetables which also form an important ingredient in the daily dietary provide all three vitamins. The general criterion of these dietaries is that the rice content in all is predominant and it is well known that rice while highly assimilable and therefore of great value as a heat and energy producer, requires to be supported by a sufficiency of other food materials to obtain a balanced diet.

In order to obtain an approximate estimation of the nutritive value of the diet most commonly consumed by the Indian labouring classes, Major G. G. Jolly, M.B., C.I.E., I.M.S., Director of Public Health, Burma, kindly examined a series of diets. A list of articles comprising typical diets was furnished by the writer and the examination was carried out at the Harcourt-Butler Institute of Public Health, Rangoon by Mr. J. Moitra, B.Sc., under the supervision of Major Jolly. This examination shows that the energy which the normal diet provides, ranges from an average of 2,567·4 Calories a day in the case of Tamils to 2,402 Calories in the case of Uriyas. The diet of the Telugu single man produces an average of 2,458·2 Calories per day while in the case of a family consisting of a man, his wife and a child under five years the average is about 2,181·3 Calories per head per day. In the case of a family consisting of a man, his wife and two children under 6 years where both husband and wife are actual workers the diet indicates a daily average of 2,890·4 Calories per head. To sum up the Indian labourer is less well nourished than the average Burmese labourer whose diet is more varied and balaneed and that Atta eaters are better off than rice eaters. Generally it may be said that the immigrant Indian labourer sails very near the wind so far as the nutritive value of his diet is concerned, as the food commonly eaten provides only the bare minimum quantity of the alimentary principle necessary for the sustenance of life and the performance of ordinary work.

(24) Some mills and factories maintain a whole-time qualified medical officer whose functions include the rendering of medical aid to those injured at work and to the sick in the cooly lines, the daily inspection of the cooly lines, seeing to the water supply and cleaning of the latrines and generally supervising the sanitation of the lines. Defects are reported to the Manager of the mill. Some mills in addition, have a European Inspecting Medical Officer who is required to

visit the mill twice a week. The resident medical officers generally carry out duties satisfactorily. Not a single mill or factory in Rangoon maintains a qualified woman doctor or dai.

(25) Their services are freely requisitioned by the men workers. The women usually are reluctant to consult him and call in a native physician or dais or go to the nearest female dispensary. Expectant mothers do not utilize the services of the mill doctor, some call in a daily who is usually unqualified and some go to the Dufferin hospital. No mill doctor has ever kept a record of births or deaths in the cooly lines. He contents himself with merely reporting such occurrences to the Municipal registers of Births and Deaths. The experience of the writer is that the extreme indifference and callousness of most Managers of Mills in the matter of proper housing and general well-being of their workers in time communicates itself to the Medical Officers.

(26) This matter has been dealt with under III (16) and (18). Labourers living in houses in the *pucca* area—between China Street on the West and Judah Ezekiel Street on the East as well as those living further east in the newly extended area in town—are fairly well off in the matter of latrines, drinking water and waste places. All houses in this area are provided with taps, separate wash houses and latrines on the flush system. In buildings of two and three storeys the supply of water is not always regular. It is only in these areas where there is no flush system that the condition of latrines is bad. Here the bucket or pit system is employed. In mills generally the bucket system is employed and in most cases the conditions leave much to be desired. The number of seats is also inadequate. There are no separate bathing places for men and women and the water supply.

(27) The Health Department of the Corporation is responsible. Sanitation, etc., are satisfactory. The present condition of affairs in mills calls for drastic and immediate improvements.

(30) There is no sick Insurance.

(31) No mill or factory in Rangoon provides maternity benefits. This indifferenee to women workers cannot be condemned too strongly. Legislation is the only means which will make employers realise their responsibility in the matter. Expectant mothers should be taken off all work about 4 weeks before and for at least two weeks after confinement. During this period of enforced absence from work they should receive an adequate weekly allowance not less than 60 per cent. of their ordinary wages. They should receive free medical advice and treatment by qualified women doctors and nurses.

V.—Welfare.

(32) to (36) Except one large European Factory, not a single mill or factory concerns itself with welfare schemes for their labourers. No Welfare officers or workers are employed nor is there provision for shelters, creches, education of children of workers, refreshments, physical culture, recreation or amusements.

(37) There is no question as to the desirability and possibility of providing for old age and premature retirement. Only one large Company provides a provident fund for its labourers. Membership is optional and the rate of monthly subscription is 5 per cent. of salary. The Company contributes a like amount and in addition adds to each labourer's account annually a bonus equivalent to a month's pay. The Fund is very popular and practically all the 5,000 odd workers are subscribers to the fund. This Company also grants disability pay during sickness.

Public opinion and interest in Labour questions in Burma is lamentably lacking. Labour is unorganised and there is no agency sufficiently interested and powerful enough to induce large employers of labour to introduce measures which would include the condition of the operatives. Direct action by Government is possible only in legislation. Legislation can apply only to certain aspects, such as restricting the hours of work, prohibiting the employment of women and children in certain operations and at nights, etc. The Indian Factories Act, 1911, exists for this purpose. The initiation of Welfare Schemes or measures must emanate from large employers of labour. But the indifference of employers, the ignorance of the general body of the labourers and the supineness of public opinion lead to the present unsatisfactory state of affairs.

Welfare schemes comprise measures connected with (*a*) food supply, (*b*) maternity benefits, (*c*) education, (*d*) Provident Benefits, and (*e*) Co-operative Credit. As regards (*b*) a suitable and inexpensive food supply is as important as good housing. The well-being and ability of labourers to undergo long hours of strain depend primarily on the nutritive value of their food. A well nourished body is better equipped for hard work and better able to resist disease. Under existing conditions labourers are severely handicapped in this respect. On first joining work the labourer has ordinarily little or no cash with which to purchase sustenance till he received his first week's or fortnight's wage he must induce the *local kaka* or Moplah tradesman to supply him with the necessaries on credit, or he must borrow the wherewithal from his maistry. Either of the courses lands him in debt. Starting by obtaining his food and other requirements of credit he is forced to continue this system practically throughout his engagement because of his inability to pay off the initial debt and at the same time purchase for cash. The credit system is more expensive and full value is rarely obtained under it. If he obtains provisions or money to purchase these from his maistry he is charged a high rate of interest for the loan. It is common for a labourer to be forced to pay back Rs. 25 for provisions obtained worth only

about Rs. 20. The establishment of a Co-operative Stores by the mill or factory is the only solution of this problem.

Closely connected with the subject of medical aid is that of maternity benefit schemes recommended by the Washington Conference. The scheme in brief is that the expectant mother should not be employed on night shifts, that she should be relieved of work about a fortnight or a month before her confinement, and not allowed to resume work for a further similar period after confinement, receiving wages during such enforced absence, and provision for the care of the infant while the mother is at work. Where women labour is employed it should be compulsory on the mill to maintain a woman doctor who should be required to supervise creches in addition.

V.—Welfare.

37. In regard to provident benefits, these may be of different kinds. One of these should be the granting of compensation for accidents or during illness or it may take the form of a Sick Benefit or Provident Fund. Prior to the passing of the Workmen's Compensation Act, 1923, employers of labour were immune from liability to compensate any of their operatives who might have been injured in the legitimate discharge of their duties. But certain classes of employers are now bound to provide for the payment to their workmen of compensation for injury by accident provided it was not due to culpable negligence on the part of the workman. The Act, however, does not provide for compensation during sickness. Stoppage of wages during illness even though free medical aid and attendance is provided, necessarily impoverishes the workman; his need for money is just the same. Some allowance during illness would undoubtedly be a valuable financial aid to him. The Empress Mills and Tatas recently inaugurated a voluntary Sick Benefit Fund open to all their employees. A monthly payment of Rs. 1-12-0 per head entitles a workman to an allowance of Rs. 25 for the first six weeks of his illness and Rs. 15 for a further period of eight weeks. A voluntary Provident Fund Scheme to enable men to save part of their earnings against old age on lines of Municipal and other Provident Funds would be of incalculable value. Workmen would soon realise that they possess a stake in their employment particularly if good and faithful work carried with it a bonus at the end of their services. Lastly the establishment of co-operative credit societies among the workers would lead to a reduction of debt and teach the operatives the value of the principles of co-operation.

VI.—Education.

The labouring classes, as a body, are illiterate and inefficient. Much can be done in improving their condition and capacity by bringing educational facilities within their reach. But the education of factory workers is not complete unless it provides not only for factory children but also for half-timers and adults. Propaganda work by social bodies such as the Servants of India Society or the Ramkrishna Mission, would help greatly in stimulating among the working classes a desire to improve their condition. The Labour Adviser to the Government of India, Miss Broughton, now Lady Chatterjee, writes :—"After thinking over the educational work done in the country, I have come to the conclusion that much of its utility is lost because it concentrates entirely on education of children instead of endeavouring to interest and educate the parents. The result is that the children after they leave school have no incentive to keep up what they have learned and very soon forget it all. If, therefore, the State or Municipal Authorities endeavoured to provide educational facilities for adults, much of the labour and money that is spent on the education of children would not be thrown away." The establishment of night schools which the adult male workers should be made to attend would be a step in the right direction. The Rangoon Social League is interesting itself in this matter.

XII.—Wages.

96. The rates of wages paid to the several classes of industrial labour in Rangoon are indicated below;

(*a*) Baggage coolies of Steamship Companies.—Where a permanent staff is maintained maistries receive Rs. 25 each, and coolies Rs. 19 each per mensem. Where labour is entertained as required coolies receive a daily rate of As. 12 each.

(*b*) Shipping or dock labour is of two classes, that employed by stevedores and that employed by the labour contract under agreement with the Port Commissioners and Shipping Companies. The rates paid are :—

By Stevedores for each day or night of actual work.

By Europeans.	By Indians.
Foreman Rs. 6 and a food allowance of Re. 1 a day.	
Head Maistry Rs. 2 each.	Rs. 2-12-0 each.
Kamalis Rs. 2-12-0 each.	Rs. 1-13-0 each.
Winchmen Rs. 2-13-0 each.	Rs. 2-2-0 each.
Coolies Rs. 1-9-0 each.	Rs. 1-8-0 each.

Coolies now receive a rate of Rs. 1-12-0 a day.

By Port Commissioners—

For handling import and export cargo. On a percentage basis calculated on the amount levied from shippers and consignees.

For removing receiving and delivering cargo. On a tonnage basis calculated on total tonnage handled.

For all other work for which a special staff is engaged a daily rate of
Gunner Rs. 4-0-0 each for twelve hours.
Maistry Rs. 3-2-0 each for twelve hours.
Cooly Rs. 1-9-0 each for twelve hours.

(c) Rice Mills (European)—

For unloading paddy from boats ..	2 annas per hundred baskets.
For measuring above	3 annas per hundred baskets.
For clearing measured paddy and storing in godown	Re. 1 to Rs. 1-3-0 per 100 baskets according as boat capacity does not or exceeds 2,500 baskets.
For removing paddy for milling ..	7½ annas per 100 baskets if hopper is above conveyor band and 3½ annas if hopper is in godown.
For transferring milled rice into bags, weighing and stitching	Rs. 1-4-0 per 100 bags for single stitching. Rs. 1-6-0 per 100 bags for double stitching. Re. 1-12-0 per 100 bags for triple stitching.
For storing bags of rice in godowns ..	Rs. 1-2-0 to Rs. 1-8-0 per 100 bags according to weight.
	Rs. 3-4-0 to 3-8-0 for transporting bags to boat.
	Rs. 3-8-0 to Rs. 3-10-0 for transporting bags from serving floor to boat.
For rebagging, etc.	Rs. 3-12-0 per 100 bags and Rs. 1-8-0 for storing in godown.

Indian Rice Millers pay :—

For unloading boat paddy and storing in godown	15 annas per 100 baskets.
For transferring paddy from godown to huller	8 annas per 100 baskets.
In drying paddy	1 anna per 100 baskets.
In boiling paddy, etc.	Rs. 4-8-0 per 100 baskets.
In bagging, sewing and loading boats ..	Rs. 7-8-0 per 100 baskets.
In conveying rice in baskets and loading sampans	Rs. 1-2-0 per 100 baskets.

(d) Port Commissioners for skilled and unskilled labour : —

Serangs, deck	Rs. 45—2—65 per mensem.
Serangs, Engine	Rs. 45—2—65 per mensem.
Stokers	Rs. 22 and Rs. 30 „
Lascars	Rs. 20 and Rs. 28 „
Durwans	Rs. 20—1—26. „
Peons	Rs. 18—1/3—19—1—25.

Serangs, Secunnies, stokers, lascars and tindals receive in addition a Fire, Sea or District allowance of Rs. 5, Rs. 5 and Rs. 2 respectively a month.

97. (i) Generally the increase in wages on the pre-war rate has been approximately :—

Unskilled labour	33⅓ per cent.
Menials in boat service	25 per cent.
Domestic servants	40 per cent.
Unskilled general labour	10 to 15 per cent.
Skilled workers	33⅓ to 50 per cent.

(*ii*) The increases in wages are due to the high cost of living and high house rents.

(*iii*) During the eight years 1900—1907 the price-levels of rice, both best and common sorts, wheat and arhar dhall were maintained at below the parity of the level adopted as the standard. In 1902-04 the price of rice of the quality consumed by the working class population was 25 per cent. cheaper than the normal while wheat and arhar dhall were also cheaper in the period 1904—07. Thereafter, prices of all commodities continued to advance steadily till the year immediately preceding the War, the rise in the price of rice in particular being most marked, being about 68 per cent. above the pre-war normal. Since the termination of the War the tendency of price has been to soar. Though values are now below the level of the War period they are considerably higher than in the years immediately preceding it. In the post-war period 1919—1925 the price-level of rice has varied between 133 and 182 in the case of the best sort and between 159 and 218 in the case of the common quality. Th price-levels of wheat and dhall also advanced fluctuating between 236 and 330 in the case of wheat and between 294 and 392 in the case of dhall. Salt prices ruled above the normal during 1902-04 when there was a drop to below the standard but since 1904 the price has steadily risen approximating an average of 92 points above the normal. The statement below shows the trend of prices, the figures representing average price levels compared with the pre-war normal of 100.

Article.	1900-07.	1908-13.	1919-25.
Rice, best	77·5	123·4	165·0
Rice, common	83·25	139·0	193·0
Wheat	78·5	112·4	263·6
Arhar dhall	79·5	110·0	338·6
Salt	97·0	116·0	192·3
General average	83·0	120·0	228·0

Recently however, owing to keen competition among stock-holders, bad trade conditions and tightness of the money market, prices have fallen appreci ably but they are still much above the parity of the period 1908—1913.

100. The extent and effect of payment of wages through contractors and maistries are shown for each class of labour for which wage information was given under question (96).

(*a*) Baggage Coolies.—Though steamship companies now disburse wages direct to the coolies, the men are forced by the contractor to pay him Rs. 9 monthly. The maistries in turn levy Rs. 1-4-0 a week from each cooly. A cooly therefore actually receives only Rs. 5 a month as wages instead of Rs. 19 the amount paid by the Company. To make up the shortage in salary the coolies prey on passengers, particularly deck passengers, extorting money for services which are supposed to be rendered free. The contractors and maistries are aware of these extortions but close their eyes to the acts of the coolies for the very good reason that the maistries share in the extortions. In the case of temporary gangs for casual work the contractor appropriates the whole amount of wages paid by the Company.

(*b*) Shipping Labour.—Gangs are invariably under-employed, usually too below strength. The Gang maistry appropriates the wages of the two men short employed. The head maistry levies a commission of one anna per head per day from each class of labour and his clerk similarly takes one anna a day from each Winchman.

(*c*) Rice Mills. (European).

(*i*) Unloading and measuring paddy boats.—The sub-maistries in charge of these operations deduct a commission of Rs. 1-4-0 from each weekly bill and pay the balance to the coolies. In addition each sub-maistry takes from each cooly Rs. 25 a year as a perquisite or gratuity.

(*ii*) Clearing measured paddy and storing it in godown.—The head maistry allows his sub-maistries an all-round rate of 14 annas per 100 baskets for outturns of 50 whole baskets or multiples thereof. For example, if 2,769 baskets were cleared and stored the sub-maistries are paid for 2,750 baskets only at 14 annas per 100 baskets although the mill has paid for 2,769 baskets at Re. 1 to Rs. 1-3-0 per 100 baskets. The head maistry also deducts Re. 1 from each sub-maistry's bill. It must be noted that the mill pays the head maistry a commission of 20 per cent. calculated on the amount of each weekly bill. This is his legal remuneration. Each sub-maistry deducts 2 annas from the rate paid to him by the head maistry, eliminates all outturns which are not in whole fifties and deducts two shares of the wages due for himself and his clerk. The balance is distributed equally among the coolies. For instance if 18 men are employed and the outturn is 1,483 baskets the sub-maistry calculates wages on only 1,450 baskets at 12 annas per 100 baskets and divides the amount into 20 equal shares retaining the value of two shares for himself and disbursing the balance equally among the 18 coolies.

(*iii*) Removing paddy for milling.—In addition to the rates stated under 96 (*c*) the mills give their head maistries a commission of 20 per cent. on the value of each bill presented.

The head maistry allows his sub-maistries rates which are one anna below the schedule rates calculated on outturns of whole fifties disregarding outturns which are not multiples of that number. He also deducts a commission of Re. 1 from each sub-maistry's bill. The sub-maistries deduct half an anna from rates allowed them and pay the coolies at rates of 6 annas and 2 annas respectively, on outputs which are multiples of 50. In addition each sub-maistry takes the value of two parts of the wages, one for himself and one for his clerk. This is done in the same manner as described above.

(*iv*) Transferring milled rice into bags, weighing and stitching.—Every mill allows its head maistry the usual 20 per cent. commission. Every head maistry employs two sub-maistries for these operations. The bagging and weighing gang are under a sub-maistry called the weighing maistry. The stitchers are under the sewing maistry.

The head maistry pays these men as follows :—

	Weighing maistry.		Sewing maistry.	
	A.	P.	A.	P.
For single stitching per 100 bags	10	0	9	6
For double stitching per 100 bags	10	0	9	6
For triple stitching per 100 bags	14	0	11	6

As in the other operations payment is made on outturns of even 50 bags. The Head Maistry also appropriates from all bills of both sub-maistries (*i*) a commission of 5 per cent. on value of each bill presented to him (*ii*) all annas and pies in the total and (*iii*) a commission of Re. 1 towards the pay of his clerk. *The modus operandi* of the two sub-maistries in disbursement of wages to the labourers is as follows :—The weighing maistry deducts (*i*) a commission of 5 per cent. calculated on actual amount received by him (*ii*) all annas and pies (*iii*) value of two men's wages. The sewing maistry deducts 1½ annas from the rates allowed him by the head maistry as well as the value of 6 men's wages.

(*v*) Carrying stitched bags to godown and thence to boat and from sewing floor to boat direct. The head maistry who is directly in charge of this gang gets the usual 20 per cent. commission on each bill. While the mills pay on the actual outturn, the head maistry ignores quantities which are not in even tons and pays on balance at Re. 1 per 100 small bags and Re. 1-4 for 100 large bags for removal and storage and Rs. 2 per 100 bags for conveyance from godown to boat and Rs. 2-8 for conveyance from sewing floor to boat direct. In addition, he appropriates the value of wages of two men for himself and his clerk. To appease the coolies he gives each a bonus of Rs. 4 or Rs. 5 once, or twice a year.

(*vi*) Rebagging, etc.—The head maistry gets the usual 20 per cent. commission. The weighing and sewing gangs who are employed on these operations and paid direct by the head maistry and not through the sub-maistries receive payment at Rs. 2 and Re. 1 per 100 bags but in distributing the wages the value of two men's wages are deducted. In addition to the deductions referred to above the head maistry appropriates wholly the value of two weekly bills annually, one bill relating to a week in the busy season when mills work day and night, and the other for a week when mills work only during the day. In such cases the coolies are paid Rs. 2 each per week.

102. There does not appear to be any standard basis of payment for overtime or Sunday work. The Port Commissioners who are probably the largest payers of overtime have different scales on which overtime is calculated. For one class of work, men on Rs. 50 get an overtime of Rs. 1-15, those on Rs. 60 receive Rs. 2-11-0. In another class the payment is on the basis of a day's pay. The Port Health Superior Staff receive overtime equivalent to a day's pay. Except the Customs service, the Telegraph Department and the Government Press, no overtime is paid in any Government department.

As regards commercial and industrial concerns there is no hard and fast rule for payment of overtime and when overtime is paid the basis is either half a day's wage, a day's wage or one and a half days' wage. In one large European concern labourers employed on a Sunday receive 1½ days' wage but under the Factory Act such men are given a day off during the week for which day they receive no wage. As all the labour is employed on a daily wage rate, the men employed on overtime do not therefore benefit to any considerable extent. If overtime is intended to enable an industrious worker to earn more money then the existing provision in the Factories Act operates against this purpose. Further, this provision is apparently inoperative in the case of rice mill labour which receives no overtime, and which has no stated hours for work.

105. Widely divergent views are entertained in Rangoon as to what constitutes a minimum wage but the consensus of opinion among a large section of employers appears to be that a minimum wage is one that will provide an employee with the bare necessities of 'existence'. Without desiring to enter into a dissertation on the subject, it would be sufficient to suggest that a

minimum wage should be one that would enable an employee to ' live ' in moderate comfort and leave a surplus sufficient to provide necessary incidentals in the shape of washing, replenishing of the wordrobe for work-a-day purposes, bus or gharry fare during unseasonable weather occasional amusements, and provision of medical needs in time of illness and for an annual holiday. It should also suffice to provide for small savings monthly against old age or retirement, particularly in spheres of work which do not give provident or pensionary benefits. This standard may at first sight appear to be an idealistic one but a little reflection will show that the mental, moral and bodily well-being of an employee are decidedly to the advantage of the employer. Physical well-being cannot be expected of an employee who ' exists ' not ' lives ' and a poorly nourished body sooner or later re-acts on the mental and moral character. In no sphere of work perhaps is the mistaken view referred to above more marked than in the case of employees in the retail trade. The case of shop girl assistants illustrates most markedly under-payment in the trade. Long hours of work are demanded and the girls are expected always to be cleanly and neatly clothed and shod. The starting pay in one firm is Rs. 35 a month plus a commission of one per cent. on sales. Many of these girls are the sole wage earners in the family consisting of a widowed mother in indifferent health and/or a younger brother or sister of a school going age. To house and feed herself and her dependents and clothe herself on Rs. 35 a month is asking the impossible. It is true there is the commission but this rarely amounts to Rs. 10 a month on the average. Girls who have no dependents live at the Y. W. C. A. hostel for the sake of cheapness. It is to the credit of that excellent institution that it considerately charges a rate of boarding and lodging based on the actual pay drawn. As this institution depends on public generosity for its main revenue it cannot continue indefinitely to under charge without eventually being forced to lower the quality and standard of the food supplied. Apart from the payment to the hostel the girls have to meet expenses on washing, club subscriptions, provide themselves with clothing etc., Rs. 35 does not suffice. This matter of organised under-payment is the direct cause why so many respectable girls go wrong. Poor wages result in moral turpitude by weakening the impulse to resist temptation. Consequently it is not surprising that so many young girls find it increasingly difficult to refuse the ' easy ' money so generously and constantly thrown into their laps and the temptation to accept becomes greater should illness prevail in the family at the time. A semi-starved body is the greatest asset in the armour of the tempter. The logical consideration that should govern the fixation of a minimum wage for this class of workers should be the cost of living and living-in conditions. A reasonable minimum or starting salary for shop girls and male assistants would be Rs. 60. The progressiveness of a nation is seriously retarded if the female quantity of its population is not adequately cared and provided for. It is highly desirable therefore that some workable measure should be introduced to ensure the payment of a fair minimum wage in all classes of employment.

107. Apart from a series of enquiries carried out between 1921 and 1924 in connection with working class budgets, in the early part of 1925, I carried out a further investigation to ascertain the extent of indebtedness among Indian immigrant labourers. Several hundred men picked at random were examined. A large percentage admitted being in debt to the extent of sums variously stated to range from Rs. 15 to Rs. 1,000 borrowed on interest at rates ranging from one per cent. to twenty five per cent. per mensem. In a few cases loans were taken from relatives or friends free of interest. Considerable difficulty was experienced in collecting information. Many showed a reluctance to disclose the true state of their indebtedness, some appeared to understate the facts, while some appeared to have a most hazy notion of their indebtedness. For these reasons a large number of enquiries were rejected. Only 163 enquiries, the admitted statements in which were capable of some check and verification, were retained. Sixty-one or 37 per cent. admitted debt.

The classes examined with results are set out below :—

Class.	No. examined.	No. in debt.
Uriyas	31	9
Hindustanis	14	4
Tamils	41	15
Telugus	77	33

The purposes for which it was stated money was borrowed are :—

Remittance to wife 17 ; marriage celebrations 11 ; remittance to parents 7 ; funeral rites 6 ; illness 4 ; being out of work 3 ; clearing old debts and paying trade bills 2 each ; setting up in business, purchasing land in village and building a house in Burma one each ; no definite reasons assigned 6. Enquiries showed that various causes contributed towards the indebtedness. 17 per cent. of admitted indebtedness appear to be due to the high rents paid for a small room about 20 feet square for which as much as Rs. 15, Rs. 20 and Rs. 25 were paid, representing 20 per cent. or more of the average earnings. Clothing and ' extras ' account for 8 per cent. of cases ; drink on which 15 per cent. of income was spent is responsible for 13 per cent. of the indebtedness. In the majority of cases, however, the indebtedness was attributed to insufficiency of money

due to the low scale of wages earned or to under-payment. An analysis of the admitted income of the borrowers does not support the contention of poor wages as in only 16 per cent. was the monthly wage Rs. 20 or less. On the other hand, no less than 40 per cent. of the borrowers were in receipt of an income of Rs. 40 or over a month. As 31 per cent. of the borrowers represent labourers under contract it is probably true that under-payment is the cause of indebtedness.

XV.—Industrial disputes.

123. There have been two big strikes among dock and shipping coolies in the last decade. The first occurred early in 1924 and the second in May this year. The causes of both strikes were ostensibly for an increase in wages. The earlier strike which lasted for about a fortnight was really due to the grievances which the employees of one firm had against their head maistry. The labourers of the other firms joined issue in sympathy and as their grievances were more or less identical they felt themselves justified in joining those who first went on strike. The more important of their demands were (1) an increase in wages and (2) an interval in the day for meals. Both demands were granted by all employers. Between 6,000 and 8,000 labourers were affected. This strike caused great dislocation to shipping. This year's strike was on a greater magnitude and it lead to serious rioting with bloodshed between Indian labourers and the Burmese. The Local Government appointed a Committee of Enquiry and a reference is invited to the Committee's report which has been published.

XVIII.—Intelligence.

143. A reference has been made to these matters earlier in this statement and it appears unnecessary to repeat them here.

145. The Labour Statistics Bureau has carried out an investigation into the Standard and Cost of Living of the Working Classes in Rangoon, and a report was published last year giving the results of the Enquiry. As regards investigations by private individuals a reference is invited (*a*) to an interesting brochure on " Contract Labour " by Mr. A. Narayana Rao, and (*b*) My Book on " Indian Labour in Rangoon ".

APPENDIX I.

Table A.

Statement of Indian and Foreign Immigration and Emigration by sea recorded at the Port of Rangoon during the twenty two years 1908-1929.

Calendar Year.	Immigrants.				Emigrants.	Difference between Column 5 and Column 6.
	Men.	Women.	Children.	Total.	Total.	
1	2	3	4	5	6	7
1908	223,582	17,410	11,083	252,075	227,568	24,507
1909	224,817	16,666	14,999	259,462	253,349	3,133
1910	235,324	16,347	16,436	268,107	217,111	50,996
1911	256,439	18,229	14,777	289,445	221,981	67,464
1912	223,164	18,608	15,213	256,985	240,917	16,068
1913	272,593	23,664	16,782	313,039	271,687	41,352
1914	186,608	18,408	11,825	216,841	73,242	143,599
1915	261,979	16,919	13,070	291,968	198,715	93,253
1916	201,889	15,837	12,142	229,868	200,898	28,261
1917	182,297	13,727	10,765	206,789	216,910	10,121
1918	214,243	13,152	10,743	238,138	206,280	31,858
1919	240,709	16,922	13,822	271,453	200,646	70,807
1920	276,383	23,028	17,423	316,837	217,212	99,625
1921	266,621	23,912	15,899	306,432	266,892	39,540
1922	282,059	23,769	14,778	320,606	266,398	54,208
1923	301,499	25,627	15,035	342,161	243,886	98,275
1924	306,655	25,652	15,094	347,401	265,354	82,047
1925	290,396	24,607	15,209	330,212	301,896	28,316
1926	324,624	28,301	17,109	370,034	292,394	77,640
1927	339,454	31,531	16,007	386,992	311,895	75,097
1928	339,180	30,730	15,713	385,623	291,162	94,461
1929	326,045	29,124	14,189	369,358	324,011	45,247

APPENDIX I—contd.

Table B.

***Statement** showing Indian Immigration and Emigration by sea as recorded at the Port of Rangoon during the sixteen years 1913-1929.*

Calendar Year.	Immigrants.				Emigrants.	Difference between Columns 5 and 6.
	Men.	Women.	Children.	Total.	Total.	
1	2	3	4	5	6	7
1913	252,926	20,690	14,966	288,582	242,679	45,903
1914	171,275	16,216	10,504	197,995	53,299	144,696
1915	250,479	15,464	12,059	278,002	184,665	93,337
1916	191,336	14,119	10,685	216,140	167,174	48,966
1917	173,843	12,592	9,763	196,198	187,680	8,518
1918	208,436	12,340	10,001	230,777	180,940	49,837
1919	231,206	15,493	12,599	259,298	176,715	82,583
1920	264,392	20,262	15,634	300,288	188,999	111,289
1921	253,025	20,912	13,951	287,888	245,391	42,497
1922	267,329	20,626	12,988	300,943	246,977	53,966
1923	287,618	21,474	13,042	322,134	223,918	98,216
1924	291,401	21,763	12,865	326,029	242,568	83,461
1925	275,832	20,586	12,917	309,335	277,322	32,013
1927	319,966	27,167	13,953	361,086	280,739	80,347
1928	320,247	26,273	13,609	360,129	263,345	96,784
1929	308,075	25,423	12,408	245,906	294,574	51,332

APPENDIX I—contd.

Table C.

***Statement** of Immigrants arriving in Rangoon by sea from the chief ports in India. (Deck only).*

		1921.	1922.	1923.	1924.	1925.	1927.	1928.	1929.
Calcutta ..	Men ..	92,254	84,830	92,818	88,741	96,059	99,011	110,285	96,417
	Women ..	7,494	5,248	5,617	5,772	6,059	5,943	6,732	6,568
	Children ..	4,704	2,975	2,797	3,245	3,654	3,305	3,674	3,428
	Total ..	104,452	93,113	101,232	97,758	105,772	108,259	120,691	106,413
Chittagong and Aracan.	Men ..	29,776	34,274	34,401	40,511	38,371	43,689	47,014	48,924
	Women ..	837	726	693	981	1,025	858	1,425	1,850
	Children ..	667	722	514	809	775	460	637	874
	Total ..	31,260	35,722	35,608	42,301	40,171	45,007	49,076	51,648
Madras ..	Men ..	38,380	44,687	42,965	47,171	49,193	56,495	52,203	42,450
	Women ..	5,862	5,388	5,202	5,401	5,848	7,002	6,271	4,261
	Children ..	3,987	3,221	2,998	3,209	3,917	3,651	3,341	2,238
	Total ..	48,229	53,296	51,165	55,781	58,958	67,148	61,815	48,949
Coromandel Ports.	Men ..	71,738	73,079	99,227	98,509	80,448	92,636	82,804	93,592
	Women ..	3,887	3,777	4,750	4,868	3,602	5,275	4,421	4,780
	Children ..	3,179	2,831	3,296	3,278	2,236	2,748	2,314	2,478
	Total ..	78,804	79,687	107,273	106,655	86,286	100,659	89,539	100,850
Total all Ports.	Men ..	232,128	226,930	269,411	274,932	264,071	291,831	292,306	281,383
	Women ..	18,080	15,139	16,262	17,022	16,534	19,078	18,849	17,459
	Children ..	12,537	9,749	9,605	10,541	10,582	10,164	9,966	9,018
	Total ..	262,745	261,818	295,278	302,495	291,187	321,073	321,121	307,860

NOTE.—Figures for 1926 are not available.

APPENDIX I—contd.

Table D.

Statement of Emigrants leaving Rangoon by sea for Indian Ports. (Deck only).

——	1921.	1922.	1923.	1924.	1925.	1927.	1928.	1929.
Calcutta	100,756	79,277	72,671	84,185	77,098	81,684	85,459	88,318
Chittagong .. and	(*a*)6,674	17,478	13,993	15,647	26,055	(*c*)12,435	(*c*)12,624	(*c*)29,584
Aracan	(*b*)21,923	13,475	17,387	19,209	20,992	28,295	17,101	25,971
Madras	33,984	35,964	36,189	39,351	41,485	57,322	47,714	48,197
Coromandel Ports ..	66,029	83,160	72,586	56,767	92,982	91,351	89,853	(*d*)86,144
Other Ports ..	791	989	754	948	..	..	..	..
Total all Ports ..	230,157	230,343	213,580	216,107	258,612	271,087	252,751	278,214

NOTE—

1. Arakan is a division of Burma. Chittagong is a port in India.
2. Figures for 1926 are not available.

(*a*) denotes to Chittagong only by A. S. N. Coy's Steamers.
(*b*) denotes to Arakan Ports and to Chittagong by B. I. S. N. Coy's Steamers. Separate figures are not available.
(*c*) Includes emigrants by Bengal-Burma S. N. Coy's steamers.
(*d*) Includes outgoings by B. B. S. N. Coy's steamers.

THE PRIVATE MEDICAL PRACTITIONER'S ASSOCIATION, RANGOON.

Housing.

The question of housing the labour of Rangoon has so far failed to be adequately tackled. Although the bodies like the Municipal Corporation, Port Trust, Burma Railways and a few of the industrial concerns provide housing accommodation for a portion of their labour, yet a visit to any of the streets occupied by the labourers will show how labourers are packed together in small rooms regardless of any laws of hygiene and sanitation. This association is not in a position to reply to the questionnaire under the heading of housing in detail as to the extent to which housing is provided by employers, by Government, private landlords or workers themselves. But it is evident to all interested in questions concerning the Public Health of the town and the welfare of the labourers that the labour of this town is not adequately provided with lodging houses by their employers with the result that they have to find accommodation in lodging houses in the town. The condition of these lodging houses is simply appalling from the hygienic point of view. According to the Municipal Laws 36 sq. feet of floor space is calculated per person in a residential house. The way in which the lodging houses in the towns are occupied by the labourers under their Maistry (Headman) shows that this law is not only entirely ignored by the Maistry but is mercilessly abused. Every inch of the space in the room is occupied and at night when all are asleep it is impossible for one to walk across the room unless he treads over the sleeping persons. In this connection para. 74 on page 32 of the 1st volume of the Report on the Public Health of Rangoon gives the woeful tale of the condition of these lodging houses. It states that in a room which according to the Municipal Law could not accommodate more than nine persons, were seen fifty persons sleeping. This would give the Commission some idea of the appalling congestion in the lodging houses. Besides the accommodation, the rooms are ill-ventilated. There is only the front door and a window or an aperture at the back which in the rainy season and winter are kept closed at night. This cuts off the only source of fresh air. The occupants breathe the air in the room over and over again with the attendant consequences. Then again there is perhaps only one water closet to be used by all with no chance of the place being disinfected for months together.

Coming to the type of houses provided by the employers it cannot be said that they are such as would reasonably meet the ordinary requirements of the sanitary laws. The cooly barracks provided by some of the firms are not bad but unfortunately such instances are very few indeed. The ordinary requirements of a cooly barrack are general cleanliness, provision for plenty of fresh air and sun light, satisfactory sanitary arrangements, clean and healthy surroundings and adequate water supply. If these are lacking and they are so in a majority of cases, there is always danger of disease and epidemics among the labouring classes which affects not only the labourers but is a menace to the general public.

Suggestions.—All employers including bodies like the Corporation, Rangoon Development Trust, Port Trust, Burma Railways and other commercial and industrial firms should provide accommodation to the fullest extent for their labour.

2. The type of accommodation should be according to the up to date sanitary and public health requirements. That is, there should be ample provision for—the perfolation of fresh air, entrance of sun light, adequate space per person and special provision for married persons. The sanitary requirements must be fulfilled, proper drains and arrangement for flushing them should be provided, surroundings should be well kept.

3. For the casual labour who must occupy lodging houses in the town, the Corporation should enforce strict observance of the Municipal Laws. It should, if necessary, employ more hands to adequately enforce the rules. Severe punishments should be inflicted for the violation of the rules. The landlords should be made to periodically whitewash, paint and attend to necessary repairs needed in the houses.

Health.

There are no means by which the health conditions of labourers can be satisfactorily examined. There are no special figures of birthrate, deathrate, infant mortality or for diseases among labourers available. The study of this question must therefore be based on the deductions from the general health conditions of the town. Rangoon is predominantly a commercial town and there is always an influx of Indian labour for which this town forms the distributing centre. A very large portion of the population is formed of the floating population which is mainly housed in the tenement houses in the town. The death, birth and Infantile Mortality rates of the town must therefore draw a major share from the labouring classes. The death rate of this town is alarmingly high when compared to that of other important commercial towns. For purpose of comparison we would take the statistics for 1922, the year for which the figures of different places are available to this association. The death rate in London was 13·5, Birmingham 11·9, and Liverpool 14·6, while in Rangoon it was 36·04. Then again in 1924, the death rate in different places was as follows :—Rangoon 33·15, England 12·2, Colombo 29·3, Bombay 33·44, Madras 41·90 and Singapore 27·08. These figures would prove that death rate in Rangoon forms a very serious problem. All Authorities are agreed that labouring classes, living in conditions as they are in, contribute largely to this factor.

Coming to "Infantile Mortality" and to quote from the report on the Public Health of Rangoon, "Infantile Mortality is appallingly heavy here." The Infantile Mortality for the years 1928 and 1929 is 340·69 and 320·54 respectively. The Infantile Mortality rate, if not the highest, is one of the highest in the world. The causes for this serious situation are to be found in the Health Department's Reports and the means of remedying them will be discussed at a later stage. While the Infantile Mortality and the general death rates are going high, the birth rate is decreasing. The vital statistics afford an insight into this question.

23. (*ii*) The method of registration of both births and deaths is carried out by the Municipal Corporation through its Births and Deaths Registration Offices scattered over the different quarters of the town. Registration of deaths is easily carried out. No burial can take place without the production of a burial pass from the Corporation.

As for the registration of births, every birth of a child within the Municipal area, is to be notified for registration. Failure to do that within six months of the birth, exposes the party concerned to prosecution and fine. With the number of vaccinators and Lady Health Visitors it should not be a difficult task to exercise an adequate check.

(*vii*) The question of housing and its relation to health has already been discussed in the earlier part of this note. It cannot however be over-emphasised that there is an intimate relationship between the housing problem and health of the occupiers. Proper sanitation of houses forms an important factor in the health problems of a town. Plenty of fresh air, bright sunlight, proper sanitary arrangements and a good and adequate water supply are some of the most essential requirements for town life. Absence of these means adverse effect on the health of an individual. Want of fresh air, open space and sunlight for instance, predisposes a person to Tuberculosis. Similarly insanitary conditions and inadequate supply of good water may form a predisposing factor for the origin of diseases such as Dysentery, Diarrhœa, Cholera, Typhoid, etc. Once the infection finds room in such places, it is not difficult for it, considering the favourable conditions prevailing, for an epedemic to develop.

24. (*i*) Medical facilities provided by employers must be regarded as highly insufficient. There are very few firms, hardly three or four who provide medical facilities for their labour. These facilities take the shape of a small outdoor dispensary under the charge of a medical man. In a majority of cases, this medical man is not a qualified doctor. It may be put forward by the firms that they have duly qualified medical men as their medical officers. In this connection it may be pointed out that the socalled doctors actually in charge of their dispensaries and health of the labourers, both accidental and casual, are men with no medical education or qualification. At best they are compounders. The medical officers pay visits periodically for the benefit of the superior staff, and to meet the requirements of the Factory Act. It is suggested that all emplo-

yers who employ labour to a minimum strength which should be fixed by the commission, should be required to engage the services of a full time duly qualified medical man.

(*ii*) The only provision for medical facilities by the Government in this town is the General Hospital with an accommodation of about 5 to 6 hundred beds and two dispensaries. For a town with a population of over 3½ lakhs the hospital accommodation is ridiculously low. This hospital has to meet the demands of important cases from all over the province. It cannot therefore be said that the labour is provided with adequate medical facilities by the Government when the Government, it must be admitted, has not made enough provision for the town as a whole. For the sufficiency or insufficiency of accommodation for the general public and thereby the provision of medical facilities for the labour in the General Hospital, a reference is invited to the Annual Reports of the General Hospital.

(*iii*) Besides the General Hospital and the two Government out-door dispensaries there is the Ramakrishna Mission Hospital and four dispensaries provided by the Corporation of Rangoon. The Ramakrishna Mission Hospital is run by the public contributions and assistance by the Corporation and Government. Although a boon for the labouring classes, it cannot possibly reach, with its limited accommodation and resources, even anywhere near the minimum requirements of the town.

In short medical facilities, provided both by the Government and all other agencies combined are anything but adequate.

(*iv*) The only provision for woman doctors in the town is made up of those in the Dufferin Hospital, in the Maternity and Infant Welfare Centres, a couple of them in the General Hospital and two Lady Health Assistants employed by the Corporation of Rangoon. All these combined will not exceed a dozen and a half in number. That being so, what share falls to the lot of the labouring classes can better be imagined than described. There is no provision at all by the Government barring the service Dufferin Hospital, an institution for women, is rendering. The Rangoon Corporation employs about a dozen midwives who are expected to vaccinate females and children, give advice to woman-folk on general lines, attend Municipal Centres for Infant welfare and also attend to confinements. Besides these, there are a few midwives employed by the Maternity and Infant Welfare Centres whose activities are mostly confined to their Centres. It will therefore be seen that the provision of trained midwives to the labourers practically dwindles down to nil. There are, no doubt, trained midwives available to the general public on payment. They, however, are not within the reach of labouring classes. Dais or unqualified midwives are gradually dying out after the enactment of the law prohibiting unqualified midwives from practising.

25. For actual statistics on this item reference is invited to the Annual Reports of the Inspector-General of Civil Hospitals, Burma, on Hospitals and Dispensaries and also of the Health Officer of the Corporation of Rangoon, on the working of the Municipal Dispensaries. This association, through the experience of its members, is convinced that the labouring classes, particularly of this town, are amenable to the western system of medicine. The existing medical institutions are freely utilized by them. If there is any paucity in the utilization of the medical institutions by the labouring classes, it is due to the fact that there is not enough provision for medical relief. For a labourer to receive attention at a dispensary or hospital, it would probably mean waiting for hours and to get admission into the hospital he may perhaps have to wait for at least weeks if not months.

29. For statistical information on this item reference is invited to the Annual Reports of the Health Department of the Municipal Corporation of Rangoon. This association intends dealing only with those diseases which are common among labourers in this town. The most important of these are of Respiratory and Digestive Groups.

The total number of deaths from Respiratory Diseases in the year 1906 was 1,100; in 1925 it increased to 2,344—*vide* Report on the Public Health of Rangoon, Volume I, Para. 16. In 1929 it has come up to 3,133,—*vide* Health Department's Report 1929. This shows the alarming rapidity with which the Respiratory Diseases are increasing in Rangoon. These figures being the death rates, the number of inhabitants suffering from these diseases can be well imagined. The main contribution to this figure is made by Tuberculosis. Although the total number of deaths from Tuberculosis, as recorded, is only 804 for the year 1929, but it is an indisputable fact that a very large number of deaths from Respiratory Diseases are undetected cases of Tuberculosis. Many of these cases die without receiving any treatment from qualified medical men and their diseases pass offundetected. It is a recognized fact that Tuberculosis is increasing at a high rate and is becoming a national menace. It is engaging the serious attention of the Government, the Corporation of Rangoon and all others concerned in the Public Health problems. The disease is prominently prevalent in congested, ill-ventilated and insanitary quarters of the town. The labouring classes being huddled together under such conditions are naturally exposed to infection and are responsible for a good deal of the share in this problem. The causes for this dreadful scourge are given by the Health Officer in his Annual Report which is reproduced here. He says "how fearfully overcrowded the dwellings of the majority of the labouring classes of every community are in our town and it is the massive infection that is inevitable under such appalling conditions of living rooms that is at the root of this widespread problem of the disease in the

town ". The first cause, therefore, of this dreadful enemy of mankind is defective construction of houses and overcrowding. The next important cause is the poverty of the people. Bad housing which deprives the occupants of fresh air and sunlight coupled with the poverty which reduces the resisting power makes one an easy victim to the infection. Labourers being subject to both these conditions provide a fertile ground for the infection to harbour. It may, however, be interesting for the Commission to investigate what part long hours of labour and hard work producing fatigue, play in reducing the resisting power of a labourer.

The suggestions for the improvement of these conditions, lie in " improved sanitation, adequate provision of sanitary housing accommodation, education of the masses ", means of isolation of the infected cases. It is with regret, that this association has to state that the local Government has so far hopelessly failed to do its duty in not making any arrangements for the provision of any Tubercular Sanitorium or Tubercular Clinics in this province, although the necessity of such institutions has repeatedly been brought to its notice. The Corporation of Rangoon on the other hand also, though fully realising the danger of the question has kept its eyes shut to the havoc its defective building bye-laws are playing in regard to this matter. The Health Officer has time out of number, called the attention of the Corporation to its defective bye-laws but nothing tangible seems to have been done. To quote the Health Officer, " The existing building bye-laws have been proved to be extremely defective. In an extremely well-laid out city, these defective bye-laws have allowed dwelling houses and buildings to be so constructed as to hardly ever allow proper air, light or direct sunshine to enter living rooms which are besides so fearfully overcrowded ". The urgent necessity therefore is the alteration of these dangerous building bye-laws.

To relieve overcrowding in the town by the labouring classes the employers must provide accommodation for their labourers to the fullest extent. For the floating population, Dock labour or the other type of casual labour houses on lines similar to the Chawals in Bombay should be provided. Outdoor Tubercular Clinics should be started. All the remarks on Tuburculosis equally apply to all other Respiratory Diseases.

Under Digestive Groups or better known as Bowel Complaints come diseases such as Diarrhœa, dysentery, infantile diarrhœa, etc. These diseases ike Respiratory diseases take a heavy toll of victims every year. Total deaths from these complaints in 1928 were 866 and in 1929, 915. The causes giving rise to these are such that are commonly associated with the mode of living of the labourers and must, therefore, expose them to the attacks of these diseases. Poverty, malnutrition, want of pure and fresh milk-supply, insanitary conditions, bad conservancy, insufficient supply of wholesome water form the predisposing factors for the origin of these diseases. All these conditions, unfortunately, are closely associated with our labouring classes. Improvements in the general welfare, economical aspect of life, sanitary conditions and provision of good housing accommodation with plenty of good water supply and better surroundings must improve the conditions. Poverty is the principal problem to contend with and this note intends dealing with it in some detail at a later stage. Other diseases such as Cholera, Malaria, Hookworms, Enteric, Small-pox and allied diseases, Diphtheria, etc., are not discussed here, for in the opinion of this association they do not form a very difficult problem for Rangoon. A general information on them may be had from the Annual Reports of the Health Department.

Poverty, particularly in labouring classes, invariably paves the way for the development of diseases and epidemics. The factors contributing to poverty are inadequate scale of wages, economical conditions and temptations to waste away the already poor means of livelihood. This association intends dealing with the third cause although it may appear to be out of the purview of the questionnaire issued by the Commission. This association is convinced that the causes leading to the wastage of the earnings of the labourers are mainly responsible for the wreck and ruin of not only the individual labourer but also of his family and children. The most important of these causes is the habit of drink. The drink habit, it may be no exaggeration to say, is the curse of the Telegu labourers. A large portion of their earnings go to grog shops. If the commission pays a surprise visit to the locality wherein is situated a Toddy or Hlawze shop, its members would be simply shocked to see hundreds of these labourers congested in the shop, and squatting on the pavement in front. Such a visit will be an eye-opener to the Commission and it will give some idea of the extent to which the evil has gained ground. If a labourer wastes away his earnings on drinks there is hardly anything left for his family or children or for his own daily life. This must bring about poverty, starvation of family, malnutrition of children, reduction of resisting power against diseases, and finally death. Besides their ruination through poverty, medical opinion is unanimous that excessive and regular indulgence in drinks, as these labourers do, reduces the working capacity and thereby the earning capacity. Quite early in life a labourer is incapacitated and is thrown out of his employment. A reference is invited to a lecture lately delivered by Col. T. F. Owens, I.M.S., Principal of the Medical College at the Rotary Club on the large number of deaths taking place through starvation. The policy of the Government in regard to drink problem needs serious consideration. It is a regrettable fact that notwithstanding the havoc this evil is playing with society and with the labouring classes particularly, the Government has shown absolute apathy in the matter. No steps are taken to reduce its consumption. It has on the other hand, shown glaring callousness in repeatedly flouting the

opinion of no less a body than the Municipal Corporation of Rangoon. The Rangoon Corporation was constituted the Excise Advisory Committee for this town. Every time the Corporation differed from the Collector of Rangoon in its policy of locating liquor shops in this town or on the necessity or otherwise of a shop at a particular quarter, the views of the Excise Advisory Committee, the Corporation, were invariably rejected. The Corporation eventually as a protest against the unsympathetic attitude of the Government decided to have nothing to do with the Government in this matter and refused to act as the Excise Advisory Committee. Drinks being a source of attractive revenue, the Government under some pretext or the other, refuses to do anything that may lead to the reduction of the easily earned revenue. In other words it takes back from the labourer by one hand what has been paid to him by the other. Under the flimsy excuse of providing minimum of alcohol for the consumption of those who must have drink, number of grog shops are placed on thoroughfares, important centres, near public places and places of worship and education. No heed whatsoever is paid to residents of the quarters wherein these nuisances are thrust against their wishes. In such a way, this association submits, is provided not only the requirement for those who need it but a temptation is put in the way of the residents of the quarter. If these temptations were removed from the quarters where the labourers predominate and instead provisions of healthy means of recreations such as refreshment-rooms, etc., recommended, it will go a long way in reforming the habit of those who at present run to grog shops and squander away their earnings producing unhealthy conditions. It is therefore, suggested that the Commission should inquire into the advisability of recommending

1. Reduction of Liquor Shops.
2. Restriction of the hours of business of liquor shops.
3. Grant of Local Option.
4. Provision of refreshment and recreation rooms for labourers.
5. Reading rooms, etc.

If steps are taken to reduce the facilities for obtaining drink they would go a very long way in ameliorating the lot of labour. They would save them from disease, ruination of health, misery of their families. There would certainly be a reduction in Infantile Mortality, high death rate and it would also help to produce a healthy town and a healthy nation.

CHAIRMAN, RANGOON DEVELOPMENT TRUST.

The Rangoon Development Trust was constituted under the Rangoon Development Trust Act, 1920 (Burma Act V of 1920), and came into being in the beginning of 1921. The preamble of the Act begins as follows :—

" Whereas it is expendient to make provision for the improvement and expansion of the City of Rangoon and for the development of certain areas in and around the said City with the object of securing proper sanitary conditions, amenity and convenience to the persons living in such areas....."

Section 32 of the Act states :—

" The Board may, subject to the control of the Local Government and the provisions of this Act, undertake any works and incur any expenditure for the improvement, expansion or development of the City or of any area in the vicinity thereof to which the Local Government may, by notification, declare this Act to apply, and for the purpose of framing and executing such town planning schemes as may be necessary from time to time."

Chapter IV (Sections 38 to 57) contains provisions for the working out of town planning schemes, but it has not been found possible to put the sections of this chapter into operation.

2. The main duties of the Board have been the administration and development of the Government Estate of 3,380 acres and the Trust Estate of 239 acres. The Government Estate in vested in the Board, and the Trust lands were bought with borrowed money in the early days of the Trust. The Trust Estate has this year been taken over at the figure of its cost by the Government Estate Fund and is now amalgamated with the Government Estate. The Trust during the period of its existence has been occupied with the reclamation, layout and equipment of the Government Estate in Rangoon, and this work is not yet completed. When the roads, drains and other equipment of an area have been brought up to a standard which is agreed upon between the Trust and the Corporation of Rangoon, works executed by the Trust are made over to the Corporation for maintenance. The co-operation between the Trust and the Corporation which is essential under the existing scheme has been rendered possible by the representation which the Corporation has on the Board and by the good relations which have been maintained between the staffs of the Trust and the Corporation.

3. As regards the housing problem, the Trust has up to the present done nothing direct. It has given no facilities for the acquisition of land for work on houses, and does not consider that such form of subsidy is suitable for present conditions.

During the early years of the Trust, up to about 1924, while the local Government was considering fostering schemes of co-operative housing, the Trust was regarded as a suitable body to assist in an undertaking of this nature. Owing to the difficulties in which the co-operative movement became involved and also to the financial difficulties which came upon the Trust about the same time, since 1924 proposals on this subject have been in complete abeyance.

In December 1929 a reference was made to the Trust and other bodies by the local Government on the subject of the Provision of Chawls for the Labour Class in Rangoon. Copies of this letter have probably been made over to the Royal Commission by the local Government. In this letter the opinion of the Trust was asked concerning proposals to impose a surcharge on the existing tax on out-going passengers and to devote the proceeds of this surcharge to the benefit of Indians coming to Burma—

(*a*) for providing a shelter for immigrants at Rangoon ; and

(*b*) for providing cooly barracks in Rangoon.

A further suggestion was that the provision of these cooly barracks should be entrusted to the Rangoon Development Trust. These proposals were considered by the Board, and the enclosures to this note show the attitude of the Board, which on certain conditions, is favourable to the scheme. Enclosure A gives the recommendations made to the Board by a Special Committee of Inquiry which was appointed by the Board. This Committee was not limited to members of the Board, but included several other gentlemen who were in a position to give information on the housing question and were specially intersted in it. Enclosures B and C give the resolution of the Board on the subject and a statement of the general conditions which the Board considered should govern any scheme. Enclosure D contains extracts from the explanatory letter with which the Chairman forwarded to the local Government the opinion of the Board.

4. As regards the staff employed by the Trust, it may be said that it is so small that it requires no special measures. Works are not carried out departmentally but by contractors. The actual strength is 25 skilled and 42 unskilled workmen, and a detailed statement has been furnished to Mr. S. A. S. Tyabji who has joined the Royal Commission for its work in Burma.

ENCLOSURE A.

Extract Item No. 4 from the Minutes of the Special Committee Meeting of the Board of Trustees held on the 15th March 1930 and confirmed by the Board at its meeting held on the.. .....193 .

4. After some further discussion it was agreed to make the following recommendations to the Board :—

(1) That the additional tax of Re. 1 per out-going male passenger be accepted as the financial basis for a scheme for providing additional accommodation for the cooly classes. (Mr. Keay dissenting).

(2) That the erection of a Rest-House for coolies passing through Rangoon be one of the first undertakings.

(3) That for the management of the Rest-House the Rama Krishna Mission be approached and asked to undertake this work, or in the event of this not being found possible the management be under the Protector of Immigrants and Emigrants.

(4) That the money received from the Special Tax be used for a scheme of building, selling or leasing the buildings, or subsidising the erection of suitable buildings.

(5) That it is not feasible at present to go into any scheme in greater detail.

ENCLOSURE B.

Extract Item No. IV from the Minutes of the 110th Ordinary Meeting of the Board of Trustees held on the 3rd April 1930 and confirmed by the Board at its meeting held on the..... 193 .

IV.—Provision of Chawls for the Labour Class.—The recommendations of the special Committee appointed to consider the question of provision of chawls for the Labour Class were considered and approved. (Mr. J. W. Darwood dissenting).

Note by Chairman.—The minutes of the three meetings held by the Special Committee appointed to enquire into the Housing Scheme for the poorer classes are attached to the agenda of this meeting. The Board has already seen the minutes of the first two meetings of this Committee. It is now proposed that the recommendations made at the third meeting, that is the meeting held on the 15th March, be accepted by the Board and forwarded as the resolution of the Board in reply to the reference made by the local Government. It is also recommended that certain of the propositions which were accepted by the Finance Committee of the Board at its meeting held on the 30th January be also embodied in the reply of the Board. These propositions are Nos. 1, 2, 3, 4, 7, 8, 9, 10 and 11 and are reproduced as an annexure to the agenda of this meeting. Propositions 5 and 6 will be modified by the acceptance of the Board of the recommendation of the Special Committee that a system of subsidising private building and of

leasing, if selling is not possible, buildings erected under the management of the Trust be added to the system of disposal outright of buildings by sale.

ENCLOSURE C.

Annexure to Item IV.

1. That the improvement of housing conditions in Rangoon is a legitimate and proper function of the Trust.

2. That this improvement need not be limited to the policy which has been so far adopted, namely, the development and equipment of fresh areas for house sites, but may include the erection of buildings of a suitable type.

3. That no scheme for erecting buildings for the accommodation of the cooly population can run except at a heavy loss.

4. That the Trust is not a suitable body to undertake the management and control of buildings which might be erected for the cooly population.

7. That the loss which will probably occur in the sale of these buildings on the expenditure on land and buildings should be debited to the special tax of Re. 1 per out-going passenger.

8. That the tax should not be capitalised, and no building programme which would result in a loss greater than the annual proceeds of the tax should be undertaken.

9. That the buildings to be erected should be in the sewered area.

10. That any modification of the scheme proposed above which is to be adopted should not violate the condition that the present resources of the Trust should not be used in any way to cover losses.

11. That if the scheme is adopted the Trust will keep a separate account of the financing of it, and embody this account in the Annual Report and that any profit or loss on each year's working will be carried forward to the account of the following year.

ENCLOSURE D.

Extract from letter No. 3C27, dated the 24th April, 1930, from the Chairman, Rangoon Development Trust, to the Secretary to the Government of Burma Judicial Department.

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There are two schools of thought regarding the best method of affording assistance (in dealing with the present condition of overcrowding). One is that the cooly class, which is the one in most need of assistance and which provides far the worst forms of overcrowding, must be supplied with accommodation in the heart of the town close to its work, that is, in an area the centre of which may be described as from Lewis Street to Brooking Street. This does not mean that there are not many other overcrowded areas, and other areas in which coolies swarm, but this is the largest area seriously affected. This school of thought considers that for classes such as clerks, shop assistants, etc., the correct plan is to take them out of the town and accommodate them in "garden settlements". The second school would prefer that the cooly class should be sent out of the centre of the town and accommodated in outlying parts and brought in by buses daily to work, while the centre of the town should be occupied by the clerical classes which are now finding it difficult to pay present rents.

Discussion was kept as far as possible on the question of housing coolies, as this was the basis of the reference, and it may also be said that any idea of bringing coolies in and out daily by buses does not appear to be in the least feasible. The question of garden settlements involves so much consideration of serious subsidiary problems regarding schools, bazaars, menial servants as well as of the actual preference for city life of the classes in whose interests such schemes are framed that discussion of it would have served no useful purpose. Such schemes must await the provision of funds for suburban development apart from the actual provision of houses. The object of the scheme being to provide accommodation for as many people as possible with the limited funds which the special tax will provide, it is clear that the ordinary cooly forms the class which should be dealt with.

The scheme with which consideration began was that of (*a*) constructing, and (*b*) selling at a loss equal to the annual proceeds of the tax, buildings of a class suitable for the cooly population. The second scheme was a subsidy scheme by which is meant that persons who put up new buildings of approved type in areas to be selected by the Trust should receive a building subsidy Finally there was added to the scheme a recommendation that the Trust should lease out buildings which it had put up, if it could not sell them except at too great a loss. Each one of the above proposals has its own drawbacks and practical difficulties. The building and selling scheme requires people both willing and able to purchase. An error in siting, too great specialisation in type or too expensive construction either in materials or design, will greatly increase the loss on each building. The practical difficulties in the way of a subsidy scheme would also prove to be very great. Some of them have been indicated in the minutes of the meetings, and it is very

possible that the conditions which would be prescribed would result in an infinite amount of discussion, bargaining and disputing and an extremely small amount of building. If the scheme was made very simple, that is to say, as simple as the subsidy scheme at Home, I am afraid that the accommodation provided would be of a very unsatisfactory nature. I do not consider, however, that the subsidy scheme should be entirely abandoned. I think it would be advisable to endeavour to apply it, and worked in conjunction with the building scheme a great deal of very valuable information might be obtained. It might ultimately be possible to reduce expenditure on the building scheme and apply more and more of the tax receipts to subsidies, but I view the acceptance of a subsidy scheme without a building scheme as distinctly not worth the enormous amount of trouble which it would involve, and if it was adopted as a sole expedient I should be unwilling that the Trust should have anything to do with it.

The proposal that the Trust should lease out buildings was made at the end of the discussion, and I would view its adoption with some dismay. Its financial aspects are very difficult to foresee, but at the same time I admit its value as a last resort.

When sending on the Board's resolution further consideration of the practical difficulties in the way of the selling and leasing schemes as well as of the subsidy scheme has resulted in my working out a slightly, modified scheme of selling and of financing the sales, which would meet one of the main difficulties of the selling scheme, that is, the lack of sufficient individual capitalists who have money in their hands sufficient to buy a large building. It is clear that outright and immediate purchase will mean a very heavy loss, but the system of purchase by instalments, say 25% at sale and the balance in three more annual instalments with interest at 6%, holds out prospects that the loss on each building would be reduced to a very reasonable figure. With a mortgage on the building the Trust would be secure from material loss. This plan would, however, involve the Trust in borrowing or would mean very little building for some years. I do not think that the Trust should be involved financially in this matter, and therefore a part of the scheme would be a Government guarantee for the necessary loans for an initial period. The fund, which would have to be kept separate from Trust accounts, would be intermittently obtaining receipts from the tax and instalments of sale proceeds with interest payments. It would constantly be making payments on the partial or completed construction of buildings. A series of small loans for short terms of years would be required and to be financed economically these would be supplemented by overdrafts from a bank with a Government guarantee up to a fixed amount. This is the correct way of working such an undertaking as it extends to the buyer the cheap credit which the Government and the Trust can command.

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COMMISSIONERS FOR THE PORT OF RANGOON.

SEAMEN.

In the following notes the word "Seamen" is to be interpreted as meaning the crews of the Port Commissioners' dredgers, buoy vessels, launches and other floating craft.

I. Recruitment.—The seamen employed by the Port Commissioners are either Coringhees or Chitagonians. The Coringhees are mostly fishermen from the Coromandel Coast. The Chittagonians are river men from the Brahmaputra delta. The Coringhees are employed in heave-up boats, Assistant Harbour Masters' boats and as deck crews in the buoy vessels. The Chittagonians are used as launch crews, both deck and engine room, at look-out and light statiens and also for the survey staff.

The men are recruited in Rangoon. The service appears to be popular and whenever a vacancy occurs there is no lack of suitable candidates for it. The system of recruitment has worked satisfactorily, and under present conditions no suggestion can be made for improving.

II. Organisation of Managing Staff.—The road to promotion lies open to any man as far as Inland Master, 1st class, or Engineer, 1st class. Promotion to certain of these grades depends on the possession of certificates. When other things are equal promotion goes by a seniority.

The experience of the officials of the Port is that the Coringhees do not, as a rule, pass in examinations and do not aspire higher than charge of a dumb craft. The Chittagonians are more ambitious and the majority of them lose no time in passing such examinations as are within their scope.

Relations between the seamen and the superior staff of the Marine department are friendly, and generally speaking the seamen appear to be happy and contented.

III. Housing.—Seamen employed on power driven craft live on board their respective vessels. Other seamen are housed in quarters built and maintained by the Port Commissioners. No rent is charged for these quarters. The scale of accommodation provided is in accordance with Municipal regulations and includes cookhouses and latrines.

IV. Health.—The general condition of the health of the seamen is good. No statistics are kept showing figures of mortality, birth rate, etc,

The Port Commissioners provide a dispensary at which all employees are treated free of charge.

V. Welfare.—The Port Commissioners undertake no welfare work for their seamen, and provide no educational facilties for them.

IX. Hours.—There are no fixed hours of work. The bulk of the work is carried out between sunrise and sunset, and work on Sundays is avoided as far as possible. The hours worked by the majority of seamen are governed by the amount of shipping using the port, and it may be said that they do not exceed an average of 8 hours a day. Seamen employed on Survey craft work long hours in the fine season, but rarely, average more than 6 hours a day in the rains. The crews of the fire-floats have to provide fire-watch during the night.

It is not considered desirable to attempt to lay down regulations to govern the working hours of seamen employed by a Port Authority.

XII. Wages.—The rates of wages paid to seamen employed by the Port Commissioners are set out in the Schedule of Establishment which is submitted to Government under the provisions of section 25 of the Rangoon Port Act. The rates as shown in that Schedule were revised in 1921. The revision resulted in an increase ranging between 40 and 50 per cent. of the old rates.

Fines are not frequent and none were levied in the year 1928-29.

Wages are fixed at monthly rates and are paid monthly.

Employees, the minimum pay of whose appointment is not less than Rs. 50 a month must join the Port Commissioners' Provident Fund. Other employees are granted gratuities in accordance with the by-laws framed under Section 26E of the Rangoon Port Act.

Employees are granted leave and leave allowances in accordance with the terms of by-laws framed for the grant of leave to infenior servants.

XIII. Efficiency.—The Coringhees employed by the Port Commissioners are, at the job in which they have specialised, namely, the handling of chain cables as efficient a body of men as one could wish for. They are hard workers, civil and amenable to discipline. The Chittagonian is a more ambitious and provident type, On the whole he gives efficient service. Many of the serangs are very skillful handlers of craft in the river. The Engineers keep their engines clean and in good running conditions. The majority are intelligent and will carry out a routine job reliably.

It is not considered that there are any steps which can be taken which could greatly improve their efficiency.

XIV. Trade Combinations.—This office is not aware of the existence of any trade union or similar organisation amongst the seamen employed by the Port Commissioners.

XV. Strikes and Lock-outs.—No strikes or lock-outs have occurred in the Port Commissioners' service.

DOCK LABOURERS.

The Port Commissioners employ no dock labourers on their own staff. The work of loading and unloading seagoing ships at the Port Commissioners' wharves and jetties is carried out by contract. Tenders are invited for the work and the successful tenderer recruits, pays and controls the labourers employed by him. Payment to the Contractor is made on the basis of the tonnage of cargoes landed and shipped by his agency.

The above facts will explain the reason why it is impossible for this office to reply to many of the points referred to in the statement accompanying the Government of Burma, Marine and Commerce Department's letter No. 230-R-29 (574), dated 12th July 1929.

I. Recruitment.—The labour employed is all Indian and is recruited either in India or locally in Rangoon. The extent of the labour force employed varies considerably from day to day. The Labour Contractor states that it fluctuates between 600 to 1,000 labourers daily.

III. Housing.—It is understood that the Labour Contractor provides housing for a proportion of the labour force employed by him.

IV. Health.—No records of health are available. No special medical facilities are provided, but labourers make use of the hospital and free dispensaries provided in the town.

VII. Safety.—The Working Instructions of the Traffic department, copies of which are issued to the staff in book form, include paragraphs on the subject of avoidance of accidents. Employees of the Contractor receive instruction on these points from the Port Commissioners' Wharf staff.

The returns for the year 1928-29 show that there were no fatal accidents during that year; that the number of labourers injured was 71; that the injuries sustained were mainly crushed fingers and toes, and that the injuries resulted from individual carelessness in handling cargoes.

Departmental Instructions as printed and issued to the Wharf staff include a chapter on First Aid and procedure to be observed in dealing with labourers injured in the course of duty. Certain members of the Traffic staff have obtained First Aid certificates from the St. John's Ambulance Association.

VIII. Workmen's Compensation.—The definition of a dock labourer as given in clause (V) of schedule 2 of the Workmen's Compensation Act would appear to cover all labourers employed by the Port Commissioners' Contractor. It may, however, be open to argument whether the labourers engaged on the work of removing goods from transit sheds to stock godowns or to warehouses after the departure of a ship, or on the work of unloading and stacking goods from railway wagons, etc., prior to the arrival of a ship, can be held to be employed for the purpose of unloading or loading a ship.

IX. Hours.—The work of loading and unloading seagoing ships at the Port Commissioners' Wharves and jetties goes on continuously night and day throughout the year.

The amount of work carried out and the number of labourers employed on such work varies considerably from day to day and even from hour to hour. The Labour Contractor states that his permanent labourers work or stand by "on call" for 10 hours a day and for seven days a week. His casual labourers work or stand by "on call" for a half day of 6 hours or a full day of 10 hours.

X. Special questions relating to women, young adults and children.—Women and children are not employed by the Labour Contractor on the work of loading and unloading ships at the Port Commissioners' wharves and jetties.

XII. Wages.—The rates of wages, period of payment, etc., are all matters arranged and controlled by the Labour Contractor. The Port Commissioners have no reliable data on the subject.

XIII. Efficiency.—Judged by local standards the labourers employed by the Port Commissioners' Contractor do, as a whole, give every efficient service. No change in the degree of efficiency has been noted in recent years.

XIV. Trade Combinations.—The Port Commissioners' office has no knowledge of the existence of any trade union of similar organisation amongst the dock labourers in the Port of Rangoon.

XV. Strikes and Lock-outs.—With the exception of one strike in 1924 there have been no strikes or lock-outs amongst the dock labourers employed on the Commissioners' wharves and jetties. The strike in question was not directly connected with the question of hours of work or rates of pay. It was organised by parties who were antagonistic to the Labour Contractors, and to their maistries, and investigation disclosed the fact that the bulk of the labourers were in complete ignorance of the reason why they were on strike.

XVII. *Administration.*—The Port Commissioners' wharves and jetties are under the immediate control of the Traffic department, the officials of which inspect them daily. Buildings, plant such as cranes, etc., are under the control of the Engineering department, and are subject to constant inspection by the senior officers of that department.

THE BURMESE LABOUR BUREAU.

Our Bureau has not yet acquired much actual experience of labour other than shipping labour. We shall however make general observations on all branches of labour and the problems connected therewith, basing such observations on the experience gathered by us as public men, taking a general interest in labour questions.

I.—Recruitment.

1. Recruitment of Burmese labourer as stevedore coolies was started in Rangoon during the strike in last May. Before the strike Telegu coolies were employed as stevedore coolies and were paid Rs. 1-8-0 each per shift, and during the strike but not before, they demanded Rs. 2 per shift from the stevedores who did not agree. In the period of the strike services of Burmese labourers were requisitioned by the stevedores and a daily wages of Rs. 1-12-0 each per shift was given. In a few cases Rs. 2 per shift was given. On the 24th May 1930, an agreement was arrived at between the stevedores and Telegu labourers that wages should be increased to Rs. 1-12 per shift and Telegu labourers were to rejoin work on the 26th morning. Burmese labourers were not informed of this settlement and when they went down as usual to the foreshore on the morning of the 26th May 1930 to get postings they came accross Telegu labourers. There was a clash which led to the last serious riot.

On the second day of the riot an agreement was arrived at between some Indian and Burmese leaders that Burmese and Indian labourers should work in harmony on 50—50 basis and leaders on both sides should try to stop the riot. A Conciliation Board was later constituted by

Government to settle the dispute between the Burmese and Telegu labourers and after due deliberation the 50—50 basis agreement was recommended by the Board. Our Bureau was organised on the 12th June 1930 with the object of organizing the Burmese labour with a view to increase its efficiency and thus to assist the Stevedores and shipping Agents to get the right type of Burmese labourers. We opened a register calling upon all Burmans who wanted Stevedoring coolie work to register their names. Within eight days the number of registered coolies and their gangs went up to nearly 28,000 and 400 respectively. As it became evident that the supply was much more than the possible demand we had to stop further registration. The existence and functions of this Bureau were intimated to all Stevedores and Shipping Agents in Rangoon, but except from one Stevedore and the Cargo Superintendent of B. I. S. N. Co., Limited, who appoyed of our scheme, no reply has been received by this Bureau from the others.

2. (*ii*) It is estimated that 500 to 600 Burmese Stevedore labourers are employed in each shift.

Working days or nights of twelve hours.

Burmese labourers (June 1930)—36,052.

Telegu labourers (June 1930)—55,042.

Burmese labourers (July 1930)—22, 673

Telegu labourers (July 1930) —32, 035.

Out of the total number of labourers, the number of Burmese employed is 39·56 per cent. and that of Telegu 60·44 per cent. for June and 41·44 per cent. and 58·56 respectively for July 1930. Figures for the months of August and September have not yet been obtained, but we surmise that there will be little or no improvement in the ratio of Burmese labourers to that of Telegu labourers.

We requested the Conciliation Board for the amount of tonnage worked by both Burmese and Telegu labourers respectively to test the efficiency of the former as against the latter. However, we have not been successful in our attempt to get those figures.

7. (*i*) It is difficult to determine the approximate extent and character of unemployment amongst indigenous races of Burma in the absence of authoritative statistical information on the subject, but it is generally recognized that there is unemployment to a large extent. A resolution was moved at the last session of the Burma Legislative Council by U. Ba Pe, the Leader of the Peoples Party to enquire into this question, but Government opposed it and voted it down by the use of the official bloc and of Government nominated members.

(*ii*) (c) Unemployment of Burmans is caused mainly by exploitation of labour, *i.e.*, by importing cheap Indian labour whose standard and cost of living is admittedly lower than that of the Burmese labourers, dislocation of cottage industries, evaporation of capital, influx of Indian middle classes, present educational system and loss in agricultural income.

Burma's industrial undertakings may be classified as follows :—(This list is not exhaustive).

1. Rice Milling Industry,
2. Timber Milling Industry,
3. Earth-Oil Refineries,
4. Cotton Ginning Industries,
5. Vegetable Oil-Milling Industries,
6. Hand-weaving,
7. Burma Railways,
8. Indian Navigation.
9. Transport of Goods by Road,
10. Public Works Department,
11. Public Bodies,
12. Mines,
13. Quarries,
14. Plantations.

In all big rice mills in Rangoon, Moulmein and Bassein both skilled and unskilled labour is manned almost exclusively by Indian labourers and in all small mills in Lower Burma Indians are generally employed as labourers.

In big saw mills of Rangoon and Moulmein Burmese skilled labourers may be found along with a greater number of Indians and a few Chinese, but there is almost no unskilled Burmese labourers. Small saw mills in Lower Burma employ generally Indian labours. In the case of those small saw mills in Upper Burma, Burmese labourers are employed exclusively excepting as firemen and engine drivers.

In all earth-oil refineries in Burma a greater portion of labourers are Indians. As regards cotton ginning and vegetable oil-milling factories which are situated in the dry zone of Upper

Burma, we find a greater number of Burmese labourers employed. In the moribund industry of hand weaving all workers are exclusively Burmans.

Burma Railways, employ different races of India with quite a small percentage of Burmans in its Traffic Department. Coolies employed for handling goods for discharging and loading of wagons are exclusively Telegus in Lower Burma and generally Burmese in Upper Burma. In the Permanent Way Department of the Burma Railways, Oriyas predominate while a small percentage of Burmese are employed in Upper Burma. The Loco Department is manned by skilled labourers, and there is almost no Burmese excepting a small number of Anglo-Burmans employed. Most labourers employed are Indian and Chinese. In the construction of buildings Chinese carpenters and Indian masons were used.

For inland navigation of Burma, the Irrawaddy Flotilla Co., Limited, holds the monopoly practically. All crew employed are Indians. In the case of lower Burma handling of goods for discharging and loading of launches and steamers is done mostly by Indians whereas in Upper Burma it is done generally by Burmans.

Throughout the whole Province bullock carts are used for transport of goods by road. About thirty years ago, there were Burmese cart drivers only. If there were Indians then, the numbers must be almost negligible. Now a great portion of this work has passed into the hands of Indian cart drivers who ousted the Burmans and are still ousting them by undercutting their rates.

The Public Works Department of the Government of Burma annually spends a few crores of rupees in construction and re-construction, maintenance and repairs, of roads, buildings irrigation canals and embankments. The number of labourers employed through contractors or by the Department itself is enormous. Excepting in the dry zone of Burma like Myingyan, Meiktila, Kyaukse, Mandalay and Shwebo, where Burmese labour is cheap, Indians are employed throughout. So the Burmese Labourers get very little benefit out of this Department compared to Indian labourers.

In the case of Public bodies, small municipalities and District Councils most of which were constituted only at the inauguration of the Montagu-Chelmsford Reforms to Burma, are sympathetic towards the Burmese labourers. As far as practicable they endeavoured to give work to Burmese labourers. But it is different with Public Bodies in Rangoon. The Corporation of Rangoon which employs about 6,000 labourers does not employ Burmese labourers, and it is the same with the Port Trust and the Rangoon Development Trust. We approached these Public Bodies with a view to getting some work as a start for Burmese labourers and it is regrettable that there has been no sign whatever of their intentions to recruit Burmese labour in the near future. More or less, similar conditions prevail in places like Moulmein and Bassein.

As regards mines, a great majority of the labourers employed in Bawdwin Mines at Namtu are Yunanese and Gurkha with a very small percentage of Burmans. The Ruby Mines at Mogok have Mainthas for their workmen and in the mines in the south of the Tenasserim Division Indians and Chinese labourers are employed as against an equal proportion of Burmese labourers. At Yenangyaung Oil fields we find also about 50 per cent. of unskilled Burmese labourers employed.

According to our estimate in all quarries and rubber plantations in Burma, labour is shared half and half between the Indians and the Burmese.

On the whole such a preponderence of imported labour over that of this country in all industrial undertakings cannot be a satisfactory state of affairs. It is all very well for employers to say that Burmese labour is not forthcoming and that it is not cheep enough, but the fact remains that Government as well as large employers of labour have not thought seriously over the matter. The accusation that Burmese labour is not forthcoming will not hold good now, when we can register in eight days about 30,000 Burmese coolies. It was doubtless convenient for them to recruit cheap Indian labour whenever and wherever necessary, but the general effect of this is unemployment to a very serious extent of not only Burmese workers and artisans but also of traders and educated classes. We learn with dismay, that Government is now considering the question of abolishing elementary teachership examination because no work can be provided for about 1800 elementary certificated teachers. The only relief actually provided by Government for unemployed indigenous races would seem to be the provision and extension of jails all over Burma to lodge starving Burmese criminals who would, but for lack of means to earn an honest livelihood, have been useful workers, and who find jails as better places to live in than to be workless and starving outside them. In a few years back Government attempted to explain the abnormal rise in crime figures as a crime wave, but we cannot say it has yet realised that the crime wave does not show any sign of subsiding.

7. (*iii*) —

1. Adoption of the policy of employing Burmans wherever available in Burma would tend to alleviate the present distressing conditions of unemployment and the provision of due safeguards against unreasonable rates of wages which may easily be done by determining what the fair living wage of Burmese labourer is, and prescribing it as the minimum wage.

2. Provision of means for workless Burmans may also be devised. It is not impossible if done systematically. Public Works Department and Public bodies in co-operation with executive officers or with Public leaders will be able to take concerted action in the matter.

3. To restrict Indian immigration.

III.—Housing.

16. In some cases employers provide their labourers with accommodation, but from the reports of the Factory Inspector, conditions of such accommodation are not satisfactory in most cases.

Burmese Stevedore coolies employed in Rangoon reside in their own houses or in those of of their relatives in different parts of Rangoon.

Housing problem for the Indian labourers in Rangoon and the condition of what is known as lodging houses have been sufficiently dealt with in the Report on the Public Health of Rangoon by a Special Committee appointed by Government on the 10th September 1926 and we need not make any comment on the dire wretchedness of these helpless creatures who have to live more like animals than human beings. No Burman, however poor he may be, would live under such circumstances. There was concensus of opinion that *chawls* should be erected for them in convenient places. The only difference of opinion is as to who should carry out that responsibility, the Corporation of Rangoon or the Rangoon Development Trust. We are inclined to the view that sanitary dwelling places should be built by the Rangoon Development Trust and the necessary cost should be met by raising a loan. The Terminal Tax of Rs. 2 levied on each person leaving the Port of Rangoon should be increased to Rs. 3 and half the amount so realised should be utilised to repay the above loan.

IV.—Health. V.—Welfare. VI.—Education.

There are no social amenities for labourers worth mentioning. The only exception being that the B. O. C. in Yenangyaung provide hospitals and dispensaries and erect buildings for social functions and religious purposes and schools for children of labourers. We have no information on this point from Bawdwin Mines, Namtu.

A great percentage of Industrial labourers are Indians who are illiterate and who are accustomed to destitution in their own country and seem satisfied with their present lot. This will perhaps be grasped as an excuse by employers to say that time is not yet ripe for launching any benefit scheme for the health, welfare and education of labourers. But, after all is said and done, Indians are human beings, however poor and illiterate they may be. They are bound to appreciate and will benefit by any such schemes, such as sickness insurance, old age pension, maternity benefit, etc., even when a small start can be made.

VII.—Safety.

43. Existing regulations in factories, mines, railways and docks seem adequate. But the Factory Department has no adequate staff at present and we do not think sufficient amount of careful inspection has been done. We should have more factory inspectors and have more stringent inspection and enforcement of regulations.

VIII.—Workmen's compensation.

51. Workmen's Compensation Act has been brought into force in Burma a few years back. We are not in a position to offer any remarks.

IX.—Hours.

55. Hours worked per week and per day.

(*i*) Normal.—The practice in the case of saw mills is somewhat uniform. The labourers work 60 hours per week and 10 hours per day.

56. Days worked per week.—6 days in a week.

60. (*i*) The existing practice is that the workers join work at 6 a.m. and there is a break at 11 a.m. to 12 a.m. and rejoin work from 12 a.m. to 5 p.m.

61. Workers have one day's rest in a week. Buddhist employers close their factories on the Sabbath day in the week. In other cases work is closed on Sunday.

XII.—Wages.

Burmese Stevedore labourers get a daily wage of Rs. 1-12 out of which the *gaungs* or headmen deduct a commission of annas two per head. The gaungs receive a daily wage of Rs. 3 per head.

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UKIN MAUNG GYI, M.L.C., BARRISTER-AT-LAW, YENANGYAUNG.

I.—Recruitment.

Industrial labourers are chiefly recruited from the outlying villages in the District. Some of them have to come and work from 4 to 5 miles distance.

3. Methods of recruitment are in my opinion rather unsatisfactory and the manual labour is dissatisfied with the present system of recruitment. The present system of recruiting the workers is being done through the agency of the Labour Bureau set up by the Burmah Oil Company, Limited. The appointments are in my opinion practically in the hands of the Superintendent, Labour Bureau; hence it is considered as "*one man show*". The general wave of feeling of the workers is not against the existence of the Bureau on principle but is against the methods and tactics adopted by the Junior Officers of the Labour Bureau. Owing to the activities of the Bureau by collecting false information and supplying the same to the Superintendent the relation between the employers and employed is more or less strained. In my opinion the Labour Bureau does not enjoy the confidence of some of the Labourers. The existing method of registration of the names of job-hunters, if I may call them, should be abolished entirely. It simply tends to increase the number of the most complicated unemployment problem in the oil field areas and such registration of reserves holds out false hope and inducement to people seeking for work without any real chance of their being taken on. The existence of the Bureau fosters ill-feeling, misunderstanding and corruption. I do not think it is always wise for the Superintendent of the Bureau to act on the information of what they call an intelligent clerk. In my opinion the only solution that could be found is by employing more popular officers for the management of Bureau or by reviving the old methods of recruitment, *viz.*, Recruitment by Departmental system.

7. The causes of unemployment should be attributed to reduction of staff, scarcity of work or what might be called shortening down of works, retrenchment and dismissals. I would suggest the Unemployment Insurance Act should be enforced for those workmen who are capable and available for work but could not find any suitable work for themselves.

XV.—Industrial Disputes.

We have seen two oil field labourers' strikes in Yenangyaung. The first which took place in or about the year 1923 lasted for about 4 months and the second for about 20 days. The causes of these disputes are mainly concerned with wages. The cause of the first strike was due to the dissatisfaction by the workers over rates of wages. The cause of the second strike was due to the change in method of payment of wages, *viz.*, from monthly to daily rate of wages. In order to prevent occurrence of such strikes I think first of all we should have well-organised labour; and any attempt made by the workers to organise labour by forming Labour Associations on constitutional lines should not be discouraged by the employers. To-day labour in Burma is almost unorganised and helpless. Though it is now nearly three years since the Trade Union Act was passed, nothing has been done so far in this province to educate public opinion or acquaint the workers with their newly acquired rights to lawfully organise themselves, or make them appreciate the value of organised self-help. I do not consider there is any justification in supressing the activities of the workers unless their activities are indiscreet and impudent. Until and unless we have got some organisation through which the voice of labour could be heard we will find an individual workman is a weak bargainer of the transaction. He can be forced to accept any terms of the employers. In this connection I would like to suggest that we should have (Joint Standing Industrial Councils or Organisations) representatives of both the management and the workmen on the basis of recommendation made by Reconstruction Committee or better known as Whitley Committee of 1917. That recommendation was one of the most important war measure affecting industrial peace. I understand at present we have got workmen Council in the management. However it can hardly be considered representative in character inasmuch as the members of this Council were in recent years selected by nomination and not by election. Besides, the Chairman is not chosen by the Council from Independent persons outside the industry and these councils hold meetings once in 4 or 5 months' time which is contrary to the terms of recommendation made by the Whitley Committee over which our present Hon'ble Chairman had the honour to preside. I should therefore suggest that as an essential condition of securing a permanent improvement in the realtions between the employers and the employees is that there should be adequate organisation on the part of both employers and workmen. The success of these Councils would be seriously interfered with if any political consideration be taken into account in the settlement of the general principles governing the conditions of employment including the methods of making appointments, fixing and readjusting wages, etc.

It is desirable to be mentioned here that industrial peace and prosperity could not be disturbed if the policy or attitude of the employers is one of non-intervention in political matters.

These are the main grievances, and the facilities afforded to the oil field labourers in recent years are more or less satisfactory.

MR. K. V. V. IYER, TELEGU INVESTIGATOR, LABOUR COMMISSIONER'S OFFICE.

All the labour requirements of rice mills can be met by local recruitment and payment of advances is not at all unavoidable. (Mr. Bennison's Report, paragraph 199, page 80). The coolies demand and take advances because a regular payment of wages by maistries is not always assured. As, however, it is not prudent to abolish the system altogether at a stroke, a beginning may be made with the elimination of the contractor or the head maistry who enjoys a big share of the labour bill on account of the risks he undertakes by financing the operations and of the heavy responsibility he bears under the contract in respect of the supply of sufficient labour as and when required, day or night, however widely fluctuating the demand may be. Occasionally, *e.g.*, when paddy carriers have not returned in sufficient numbers from the fields after harvest, he has to raise men in the open market at daily rates and does not obtain full value for his money. By a slight regulation of the demand and by a judicious pooling of the labour available from time to time, it should not be difficult for the work to be managed by a common agency established and controlled direct by the big employers themselves. Such an agency can in the first instance be set up in Rangoon where all the important rice mills are concentrated along the Kanoungto and Pazundaung Creeks.

2. The vast majority of rice mill contract labour in Rangoon is employed by three European firms, *viz.*, Messrs. Steel Bros., Bulloch Bros., and Anglo-Burma. I believe the mills of the Ellerman's are also worked by the Steels. It should be quite feasible for the three firms mentioned above to combine and set up a Labour Bureau at Kanoungto with a branch at Pazundaung. It would be the duty of the Bureau to keep in touch with the number and class of labour available at each of the mills belonging to or worked by the firms, to ascertain the requirements of each and to allot work to the sub-maistries from day to day. With a net work of telephones this should not be a difficult matter. Indeed in the course of a few weeks the sub-maistries themselves will acquire the habit of making enquiries at the Bureau every evening about the work to be done on the morrow. The preparation of bills for the work performed could be done either by the sub-maistries themselves or by the Bureau. In the event of the former making out the bills, the Bureau should countersign them for payment. The sub-maistries would then take the bills to the mills concerned and receive the money. A record of all the bills with necessary particulars should be maintained and occasional inspections of the Bureau will ensure its proper working.

3. As regards the strength of the Bureau, a Superintendent with four or five clerks would probably suffice. It is necessary that the whole staff should be thoroughly acquainted with Tamil and Telugu and should have had experience of Indian coolies. The Superintendent must be trustworthy and should be paid not less than Rs. 300.

4. A fund for defraying the expenses of the Bureau might be built up by setting apart a percentage (5 per cent. should be ample) of the amount of each weekly bill for work done by the labour supplied by the Bureau the remainder only being paid out to the sub-maistries. The control of the Bureau might be vested in a Board consisting of 3 members nominated by the three firms. The Government Department of Labour could give advice to the Board whenever required and could send one of its officers to inspect the records of the Bureau.

5. If the experiment proves successful, other millers in Rangoon can be invited to join and the scheme tried in Bassein and Moulmein. A system of control over the sub-maistries can then be introduced and they can be insisted on to keep records of sums received from the employer and paid to each of their coolies and of loans and recoveries made as also muster rolls. I expect that with the regulation of the demand and the pooling of labour, the cooly will be able to earn a fair subsistence which will obviate the necessity for taking out advances. In the absence of loans, the scope for corrrupt practices will be very appreciably reduced.

Note received from Messrs. Steel Bros. in reply to a request from the Commission for the views of the Rice Millers on Mr. Iyer's Memorandum.

We do not think it is correct to say that all the labour requirements of Rice Mills can be met by local recruitment. A good deal of it has to be recruited in India, and the Head Maistries, every year, either go themselves or send a representative to India for this purpose and give out considerable sums in advances and for cost of passage to Rangoon.

It does not appear possible to obtain sufficient labour without giving advances. If it were, the Head Maistries would be only too pleased to abolish the practice as they lose large sums owing to coolies absconding, dying, or by the deductions from the coolies' earnings being insufficient to liquidate the advance. Advances have to be made whether the coolies are recruited locally or in India.

The Head Maistries, probably without exception, have large sums outstanding amounting, we believe, in some cases to over Rs. 50,000. The Head Maistries, in order to recover part of their money, have to carry on year after year or lose the whole of their outstanding advances.

These advances therefore represent an ivestment on which the annual dividend should rightly be high, in view of the uncertainty regarding the recovery of the principal. Head Maistiries nowaday's however, do not make much profit on the contracts they enter into with

the Rice Mills, in fact the reverse is sometimes the case, and many of them lose heavily and have eventually to give up. The Rice Miller generally finds difficulty in getting a reliable Head Masitry to take the place of one who has thrown up his contract. Many years ago, we believe, the Head Maistries did make good profits and probably they exploited the coolies a good deal. The coolies then were much more under the thumb of the Head Maistry than they are today and he was able to do more or less as he liked with them and could compel them to work until they had cleared off their debt to him. Today such is not the case and any attempt at exploitation by the Head Maistry only means that he loses his coolies and his advances.

The commission deducted by the Head Maistries from the amounts paid by the Rice Millers for work done is not, by any means, excessive and seldom exceeds 10% and in many cases is only 5%.

All coolies are grouped into gangs and each gang has its own Maistry who generally gets at least double the earnings of each individual cooly. The Head Maistry makes advances to the gang Maistries who in turn make advances to the individual coolies. Each gang also has its own clerk whose duty it is to keep an account of the work done and to see that payment is made accordingly.

The Head Maistry on his part also employs under maistries and clerks whose duties are to transmit orders to the different gang maistries and to see that the work is properly carried out. The clerks' duties are to keep an account of the work done and to check these with the accounts rendered by the gang clerks. There is little chance of victimization of the coolies by the Head Maistry as each gang clerk watches the interests of the gang which employs him.

On the whole the system works well and it is difficult to see how it can be much improved upon. The idea of a Labour Bureau to be started by the three Big European Rice Millers is quite impracticable. In the first place the millers would become their own Head Maistries and would have to advance large sums of money to the gang maistries who each control, say, 25 to 30 coolies. This the Rice Millers are not prepared to do under any circumstances and even if they were so prepared they cannot do this as efficiently as the Head Maistry who knows his men far better than the Miller could ever know them. The Miller cannot be his own Head Masitry at no extra cost to himself, and he must employ clerks and under-maistries in the same manner as the Head Maistries now do. In order, therefore, to recover the cost of such staff he would either have to reduce the rates payable for work done or pay out of his own pocket.

It would be quite impracticable to carry on the work in a large rice mill under any other system than the present gang system. Any other method would simply mean chaos. Under the gang system the Head Maistries' clerks keep an account of the work done by each gang day by day, and the gangs are paid accordingly. It is doubtful whether the coolies themselves would work under any other system than the gang system—except of course as daily or monthly labourers—and if they did so work it would be necessary for the miller to employ a large number of clerks to keep an account of the work done by each individual cooly. In practice this method would be quite impossible. The gang system, therefore, is the only workable system and under the suggested Labour Bureau we presume it is intended that this shall continue. If the present gang maistries do, in any way, victimize the members of their gang under the Head Maistry regime, what is to prevent them going so under the regime of Labour Bureau ? Nothing that we can see.

Mr. Iyer states that

> " by a slight regulation of the demand and by a judicious pooling of the labour available from time to time it should not be difficult for the work to be managed by a common agency."

He does not explain how the demand could be regulated, but we presume he means that Millers should so arrange their business that the amount of labour required by them at any time should, as far as possible, coincide with the amount available from the sources controlled by the Bureau. The conditions of the rice trade, however, do not permit of this and we see no grounds for Mr. Bennison's statement on page 81 of his report that

> " the work could probably be spread over the year more evenly than at present."

Mills must work day and night, or day only, or intermittently by day according to the volume of supply of paddy and demand for rice. These are the dominating factors in the trade and cannot be subordinated to any artificial regulation by the millers themselves or by a Bureau of Labour.

All rice mills in Rangoon must keep a large number of coolies on the premises day and night, especially during the busy season. It is not quite clear to us in what manner the proposed Bureau is supposed to function. Is it supposed to have at its command and in its own cooly barracks a number of gangs of coolies which would be sent to the different mills on request, or is it supposed to house the coolies in the existing barracks belonging to the mills concerned ? If the former, the scheme would be unworkable in that those mills situated far away from the Bureau's barracks would always obtain their coolies later than those mills near at hand and they would also leave their work earlier. If the latter is intended, we cannot see what advantage

it has over the present system. As it is now, each mill has about sufficient coolies on hand to perform the normal work. Sometimes one mill may have more than normal work to do and in such cases the Head Maistry may obtain coolies from a mill near at hand at which the work is slack or he may bring daily coolies from Rangoon. If all the mills are working full bore, as is generally the case during the first three of four months of the season, it is not possible for one mill to draw labour from another and the only way to supplement the existing labour is to bring in daily coolies from Rangoon. How then is a Labour Bureau going to improve matters ? The Bureau cannot increase the available supply of labour unless it maintains a surplus of coolies itself or does exactly as the Head Maistry now does and we maintain that the latter can and does do this as well as, if not better than, a Bureau could do it. If the Bureau is going to keep a number of gangs of coolies waiting to fill the requirements of any one mill, who is going to pay these coolies in the event of no mill requiring them ? Again where is the Bureau going to get its labour in the first place ? The Head Maistry having been dispensed with, it will either have to recruit its labour itself by paying advances to gang maistries or come to an arrangement with the Head Maistry to take over his coolies with their advances. The latter would suit the Head Maistry admirably, but neither method would appeal to the rice miller, if he had to finance the Bureau.

In Mr. Bennison's report pages 77 to 79 illustrations are given of the distribution of the sums paid by the miller to the Head Masitry, and it is stated that the surcharge of 20% paid by the miller is all kept by the Head Maistry. As a matter of fact the surcharge of 20% has been gradually reduced until it has now disappeared altogether so that the allocation, as shown on page 79 of Mr. Bennison's report, would now be as follows :—

	Rs.	A.	P.
Head Maistry	76	12	0
Stitching Sub-Maistry	50	0	0
Bagging do.	23	14	0
Stitching coolies	153	0	0
Bagging coolise	189	2	0
	492	12	0

The rank and file of the coolies therefore get approximately 70% of the amount paid by the mill owner, whereas the Head Maistry gets about 15½%. The latter does not seem at all excessive considering the risks the Head Maistry has to run and the amount he loses in advances in one way and another. In point of fact however, we believe that is a much higher percentage than the average Head Maistry receives. As far as we can ascertain from investigations made at our mills the Head Maistries are seldom able to retain more than 5% to 10% of the total paid by the millers.

The throughput of a large mill in a year may be anything from 30 lacs to 60 lacs of baskets, and the average probably about 40 lacs. The total coolie bills on a throughput of 40 lacs amounts to about Rs. 1,40,000 so that the Head Maistry would retain at the very most about Rs. 14,000 from which he has to pay his own clerks and assistant maistries and meet losses in advances. No miller would care to undertake the work and the risk involved for this sum.

The only other method by which the work at rice mills could be carried out would be by having the coolies on the mill pay roll. In practice, however, this method would be quite unworkable and would necessitate an army of foremen or maistries, and even then the miller would never be sure that he was only paying for labour actually employed. It would be impossible for him to keep trace of all the coolies and it would therefore be necessary to work on the gang system. This means the retention of gang maistries and it would not be possible for the employer to prevent the gang maistries from retaining a percentage of his coolies' earnings even if these were paid direct to each coolie. This system of "*dustoorie*" to the headman cannot be swept away by a mere change of method of payment. In the case of durwan staffs for instance, it is well known that the jamadar or Head Durwan collects a monthly contribution from each durwan though each man is paid direct, and it would be quite impossible to stop this practice.

The present system has stood the test of years and on the whole it has worked well. We connot see any other method that will work anything like as smoothly or as well. Any other system than that now in vogue is not only going to increase the miller's difficulties, but also the cost of his labour bill and he cannot afford to do anything that will make it more difficult than it is at present to meet the competition of other rice producing countries.

The foregoing represents the joint views of Messrs. Bulloch Brothers, Ltd., Anglo-Burma Rice Co., Ltd. and ourselves.

M36RCL—25-2-31—1,552—GIPS

Part II
ORAL EVIDENCE

Minutes of Evidence taken before the Royal Commission on Labour in India.

BURMA.

First Meeting.

NAMTU.

Wednesday, 22nd October 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, BAR-AT-Law.
Mr. JOHN CLIFF.
Miss B. M. LE POER POWER.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI. } *Assistant Commissioners.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN. } *Joint Secretaries.*

Mr. E. HOGAN TAYLOR (General Manager), Mr. A. R. OBERLANDER (General Superintendent), Mr. A. B. COLQUHOUN (Mine Superintendent), Mr. C. A. RENOU (Chief Time-Keeper), Mr. R. A. Sharpe (Chief Accountant), Mr. H. T. TAYLOR (Forest Manager), Mr. L. McDONOUGH (Railway Manager), and Dr. J. O. HAMILTON (Chief Medical Officer), representatives of the Burma Corporation, Ltd.

M-1. *The Chairman*: For how long have you had this contract bonus system working ?– (*Mr. Colquhoun*) I think we have had the system working just as it stands now for about 2 years, and we had a slightly different systems for 2 years before that ; we have had a contract system on the stopes for about 4 years.

M-2. For how long have you had a system of direct payment of the worker instead of his being paid through the *maistry* ?—I would say about 2 years.

M-3. What were the evils of the previous custom which led you to introduce this system of direct payment and contract bonus with a certain minimum ?— We have about 120 stopes and about 120 contracts. We have paid the contractor and sometimes he has gone away with the whole of the money not paying his labour anything. Another trouble arose out of the fact that while the contractor was paid at the end of the month, in the mean time he had to supply his coolies with means to live. If he advances cash, he charges interest which is as a rule high ; if he provides provisions, he arranges it through the native bazaar and he gets another commission on that. Then on final accounting, instead of taking 10 per cent. of the net profit according to the Indian system, he took 10 per cent. of the gross earnings of the whole contract as his commission, dividing the rest among his coolies. If he had particular friends in his contract, he gave them more of a bonus, and we found it was not shared equally at all. Another trouble arose in this way : if one of the five men of his shift was off work through illness or any other cause, we could not get men to go on the contract in his place, because the men said the contractor would not pay them what their earnings would be as bonus on the contract. In order to work efficiently we had to arrive at other means. Under our present system everybody who works in that contract though he may be a daily worker put in to replace a man who is sick or off work, shares equally, whether he is of the original contract or not. Another reason why we changed the system is that we found that coolies coming to work wanted some means of subsistence for the first few days ; if they worked for a contractor they were in difficulties and found themselves in the hands of the contractor. Under the present system the worker has his ticket punched showing the number of days he has worked, regardless of whether he is on day or contract work. He brings that ticket to the office where it is checked ; he can then get 50 per cent. of the value of his wages in stores or other supplies provided by our provision store. At the end of the month the worker has his wages paid to him in cash by the Corporation. He is registered with the Corporation at a certain rate, say Rs. 2 or Rs. 1-8-0, according to his skill. For the first 15 days he is paid for the number of days he has worked at that rate ; he received his pay in a pay envelope. At the end of the month we work out his total wages for the whole 25 or 26 days he has worked, and we pay that to him *plus* the bonuses made on the contract. The great benefit is that all men who are working on the contract system are content and satisfied with the method of payment ; they believe that they get what they earn. Under the old contract system there were always a good many complaints by men that they were not getting from the contractor what they were entitled to, that the contractor said one man was worth more than another because he was a relative. Another great benefit is that 10 per cent. of the gross earnings is not put into the contractor's pocket at once ; only 10 per cent. of the net earnings goes to him, the difference being shared by the men who work in the contract.

M-4. In fact, your system provides both a minimum wage and a group bonus for good work over and above the minimum wage ?—Yes. It practically is not a contract system but a bonus system though the three leading men, one on each shift, sign a form of contract in which we specify that for certain sets of ground taken out a certain payment will be made : we specify the way it is to be done in black and white, so that they know what they have

to do and that there will be no change in the rate. Certain conditions are specified as to how he shall do the work, but otherwise it is not a contract because we do not give him the money ; we pay the money to the individual workers.

M-5. It is really a group bonus system ?—Yes.

M-6. *Sir Alexander Murray*: What is the position in the 18 per cent. of your stopes which are not on this bonus system ?—The reason why we have not got all the stopes in the mine working on contract is that some are bad. Generally it is more efficient and cheaper for us to put a stope on contract, but certain stopes are dangerous, which require constant European supervision and highly skilled men to work them. Under the contract bonus system the men go in with the object of getting as much rock out as possible, but in these dangerous places that might cause serious accidents. Men in such places are therefore paid daily wages and if they do good work we may give them a bonus in the end. As a rule they are highly skilled men earning Rs. 1-12-0 or Rs. 2 per day.

M-7. I should like to know how your total 15,000 employees are distributed as regards the Mines Act, the Factories Act and the Railways Act, and how many are employed by the Forest Department ?—(*Mr. Hogan Taylor*) I will have the figures prepared.

M-8. Do you recruit any labour for any purpose ?—At present we do not recruit any labour, nor have we attempted to recruit labour during the time I have been here, which is since Christmas 1925.

M-9. You have labour from China ?—During the cold season, from December to March inclusive, a considerable number of Chinese come here for employment in the mine ; most of them leave at the end of the cold season.

M-10. Do they walk here ?—There is no other means of transport.

M-11. You get Ghurkhas coming from Almora ; it must cost them Rs. 30 or 40 to come here ; who provides the money ?—I presume their friends and relatives do ; the Company does not.

M-12. How are they attracted to the mines and at whose expense ?—By their friends and relatives I presume. I do not know definitely.

M-13. Have you a Personnel Officer at all here ?—We have a Time Officer both here and at Bawdwin. (*Mr. Colquhoun*) The new men who come from Almora and Nepal are brought here by friends working in the mine who finance them. A little while ago some of our men said to me that they had brought men here and were feeding them, that they wanted work.

M-14. When a man who has been with you for a year or two wants to go home, what is the procedure ?—All he has got to do is to turn in his ticket ; then if he is on daily wages he is paid up to date ; if he is on contract and goes before the end of the month, before the contract is measured up, he is paid his daily wage or its equivalent ; he would not get his bonus. That bonus would not revert to the Company but would be divided among the remaining men on that contract. Each man has a registration ticket with his name, his father's name, the district from which he comes, his height, and prominent marks on the face and so on. On that ticket is entered the word " Discharged "

with the date, which means that he is allowed to go home. He is given that card so that he can produce it when he returns, say at the end of 6 months when we can look up his number and find out his history. He is given preference over any new coolie. The rule has been that if a coolie goes away when he comes back he is paid 2 annas less per day than he was drawing at the time he went away; at the end of 3 months, if his work is satisfactory and he is recommended by his foreman, he received back the 2 annas and is paid at the rate at which he was paid before he went away.

M-15. How do you replace that man when he goes away?—If he is on a contract, we send for the contractor or head man of that shift and ask him to recommend some man; when he makes his recommendation, we look up the register to see if that man is a good man; if he is satisfactory, we put him in the contract. We always give preference to a man who has worked for us before. We sometimes specify in a contract that there shall be two new men working in order that they may learn the work. Such a man would be earning Re. 1-4-0, and if he went away we should ask the contractor to recommend another man earning the same amount. If a skilled man earning Re. 1-12-0 were to go away, we should ask the contractor to recommend a man of similar status.

M-16. Do you have complaints from men returning to the mine after going away that they cannot get employment?—No.

M-17. *Mr. Clow*: Are there any men in Bawdwin waiting for jobs now?—I do not think there are any now; there are certainly not more than two dozen. The reason there are not more is possibly that they know we have curtailed production to a certain extent.

M-18. Are the Oriyas financed on the way here in the way you have said?—(*Mr. Oberlander*) Yes; we provide nothing whatever in the form of finance to people who come here; they are financed by relatives or friends here. The turnover of labour here is relatively small; the workers stay with us a long time.

M-19. Have you any figures of turnover generally?—(*Mr. Renou*) It varies day by day; at the present time I suppose we have a turnover of 10 to 15 men a day; that is new engagements and men leaving. Some months ago it was 30 or 40. (*Mr. Oberlander*) Some men have been with us as long as I have been here.

M-20. Perhaps you would let us have figures showing the number of men who have been with you less than 1, 2, 3, 4, 5, 10 and 15 years and who are still in your employment?—Yes.

M-21. *Sir Victor Sassoon*: Could we have the labour percentage turnover for those years, because some of those men may have gone away and come back again?—Yes.

M-22. *Mr. Clow*: How many men do you engage in a year?—(*Mr. Renou*) I could not tell you. There are people going away on holiday every day; we practically never vary in our grand total.

M-23. Some time ago you changed the method of payment of wages from monthly to half-monthly?—That is so.

M-24. Why was that done?—We stopped the coupon system on our store and to meet their requirements, the management decided to pay the men fortnightly. Afterwards the coupon system was reinstated, but we continued to pay them fortnightly. At present we give them coupons for 50 per cent. of the wages they have earned and also pay them fortnightly.

M-25. Was there any objection to paying wages fortnightly?—The Company prefer it.

M-26. *The Chairman*: Then that was done of your own motion, not because of any Government regulation or order?—Yes.

M-27. Did you find it more costly?—Yes, but not much more.

M-28. *Mr. Clow*: The coupon system is a system by which credit is given at the stores?—No, a man who has earned Rs. 10 can get a coupon for Rs. 5 which enables him to buy goods at the stores to the value of Rs. 5.

M-29. Do the great majority of men buy their provisions at the stores?—No; most of the people who take advantage of the stores are clerks; the coolies do not take nearly so much advantage of the stores as the clerks do. The coolies do not seem to require the stores; they can get more suitable material for themselves in the bazaar.

M-30. *Miss Power*: But are not the prices lower in your stores than in the bazaar?—Yes, for certain things I believe they are, though of course I cannot say for certain. At the stores we do not sell vegetables, fish and that sort of thing, which the coolie requires, though we sell rice. (*Mr. Hogan Taylor*) I should say definitely that the price of our rice is less than that of the rice in the ordinary bazaar.

M-31. *Mr. Clow*: You do not attempt to control the price in the ordinary bazaar?—No, except that there is an indirect control in that we buy rice in Mandalay as cheaply as possible and sell it as cheaply as possible. The store is run on the principle of making a minimum profit. The selling price of everything is fixed so as to yield the smallest possible profit. We sell all commodities as cheaply as possible so as to keep down the prices in the local bazaar; if we did not do so, prices would soar and we should have trouble.

M-32. You have a contract system in the mills?—Yes, and in the smelter.

M-33. That is a different system, is it not?—Yes. (*Mr. Oberlander*) At the mill the men who are on contract are our Chinamen. The contractor is paid the full amount and he pays his men. The work of breaking sinter pots is given to a contractor at so much per pot; he contracts with his coolies individually to break each pot and he pays them.

M-34. Do you see that the men are paid by the contractor?—Not in the case of that particular contractor; he has been with the company many years and we have had no complaint from his coolies who are all men earning high wages. He employs 240 men who are earning from Rs. 2 to Rs. 2-8-0 per day. The contractor's commission for himself, *plus* the payment of his time keepers and that sort of thing, amounts to about 1 anna in the rupee.

M-35. There are three shifts of 8 hours each in the mill, the smelter and the mine?—Yes.

M-36. In the mine how do you arrange for change-over of shifts ; does a shift remain down until it is relieved ?—(*Mr. Colquhoun*) The 8 hours is practically from the time they start down the shaft until the time they get back. The same cage that takes men down takes the other men up. It takes about half an hour to get the men out. Some men have got to go down a quarter of an hour before the blowing of the whistle and some would not be down until a quarter of an hour after the whistle. The ones that go down a quarter of an hour before the whistle, come out a quarter of an hour before the whistle. We fix a different time for each level to go down.

M-37. *Miss Power* : How do you regulate the supply of men according to the work in hand ?—(*Mr. Hogan Taylor*) Up to the present it has not been necessary to take any steps to regulate that, because the incoming labour has generally been just equal to the outgoing labour, but now that conditions are changing they are coming in faster than they are being employed. We were going to start on the treatment of a large quantity of low grade ore, but owing to the depressed state of the metal market we have had to confine ourselves to the treatment of higher grade ore ; that has led to our employing a smaller number of men than we should have employed had we treated that low grade ore.

M-38. Is the difficulty you have sometimes experienced in finding employment for bodies of men who have travelled hundreds of miles to secure it, on the increase ?—No ; it seems to have reached a balanced condition at the moment. Very often Chinamen who go away are relieved by other members of their family, though that is not always the case.

M-33. Are your workers indebted to shopkeepers, money-lenders and others ?—(*Mr. Colquhoun*) I do not think any of our men are in debt to shopkeepers. The bulk of our people are free from debt. That is proved by the fact that last month Rs. 10,000 were sent away by our employees at two post offices ; there are only 1,200 or 1,400 men at those places.

M-40. *Mr. Clow* : People sometimes borrow money in order to send it away ?—They could not do it for very long.

M-41. *Miss Power* : Are there any women employed here ?—(*Mr. Hogan Taylor*) There are a few employed on belt picking who come within the Factories Act, and there are a few women employed on washing clothes in the Refinery Department.

M-42. Are the women employed on time-rates ?—They are paid daily rates of wages. (*Mr. Oberlander*) The women who are picking on the belts get As. 10 for 6 hours ; we work 6 hours so that they do not have to work after dark.

M-43. Are these women permanently employed ?—Yes.

M-44. Have you any system of maternity benefit for them when they are off work for childbirth ?—We have never seen the necesssity for it. Their husbands also work in the smelter. In the normal way the cost of living of the Shan is very small. These people are practically all Shans. When I say they are permanent labour, I mean this : a girl comes to-day and she may send somebody in her place to-morrow ; we do not ask if it is the same girl or not.

M-45. *Mr. Tait*: With regard to the contract system Mr. Colquhoun mentioned the reasons for paying direct to the men, but I take it that that would not be practicable in the case of contracts of a permanent nature, for instance, removing earth from here to there or the building of a house ?—(*Mr. Colquhoun*) In the case of building a house I let the contract to a Chinese contractor for a certain sum, and I do not know anything further.

M-46. It is impracticable to pay the men direct ?—Yes.

M-47. Can you send us figures of the average monthly pay roll of your Indian labour and the average approximate remittances per month through the post-offices by Indians ?

The Chairman: Do you include Gurkhas ?

Mr. Tait: Yes. I understand that the average monthly pay roll of Indian labour is about 3 lakhs and the average remittances through the post-offices are about 2 lakhs which indicates that the men remit two-thirds of their earnings to their homes.

The Chairman: It seems a very large proportion. Perhaps you could furnish us figures ?—(*Mr. Hogan Taylor*) Yes.

M-48. *Mr. Cliff*: If those figures were to be given would it be possible to know the proportion of Indians living here without their families ?—That information I shall endeavour to obtain for you.

M-49. *The Chairman*: May not some of the remittances be those of the clerks and superior officers ?—I should say that remittances would be made by people of all types representing all classes of employment.

M-50. *Mr. Tyabji*: May I suggest that it will be better to have the statistics asked for confined to the labour force, leaving out the staff, so that we can have a better idea of the money sent by labourers ?

The Chairman: You cannot differentiate in the remittances.

M-51. *Mr. Tait*: It was mentioned that recruits are financed for the journey by their relatives on this side. I take it that that is more or less a surmise. All that one could assume is that these men who come over here finance themselves or obtain the money to cover the journey from their relatives at home or here ?—We have no definite proof in the matter.

M-52. It is quite indefinite to state that the finance for the journey goes from this side ?—As it does not go from the *maistries* we assume that they finance themselves. (*Mr. Colquhoun*) I think I can say definitely that the men are financed mostly from this place. For the first year of recruiting the journey expenses were met by us, and after that the men themselves sent money to Nepal and Almora and brought their friends. From that time we have the system of coolies coming of their own free will. I am quite sure that the money comes from this side because many have come to me and said "I have got my brother from home and have kept him with me for a week now, and I want you to give him some employment."

M-53. *Mr. Cliff*: If I am sending money to assist a friend to pay the cost of his travel will that be included in the post-office remittances ?—I think it would be. If you look at the remittances through the post-office at

Bawdwin you will find that they are very high. I do not know off-hand the figures, but they are very high.

M-54. *Mr. Tait*: I take it that the fortnightly payment does entail a considerable increase in work?—(*Mr. Renou*) Practically it doubles our work.

M-55. *U Aye Maung*: May I know what is the total number of Burmese who were in the employ of the Corporation in 1920 and the total number now?—(*Mr. Oberlander*) The number now is 1,101. I have not got here the statistics for 1920, but I can give that later.

M-56. Does it include the clerical staff?—Yes.

M-57. Will you be able to give us the figures separately for the clerical staff and for the labour?—The number of Burmese who are employed in occupations that entail hard work is negligible because the Burman does not generally take to that type of work.

M-58. *The Chairman*: Does the figure given by you include the Shans?—No.

U Aye Maung: I want that the Shans should also be included with Burmans.

The witness (*Mr. Hogan Taylor*): I think we can submit a statement showing the number of Burmans and Shans separately.

The Chairman (*to U Aye Maung*): Will that do; also will it not be sufficient if we could get the figures for 1925 and 1930?

U Aye Maung: Yes, that will do.

The witness (*Mr. Hogan Taylor*): We will not only give the actual number of Burmans and Shans but will also give their percentage proportion to the whole force.

M-59. *Sir Victor Sassoon*: In your mill and smelter where you have got the system of giving the work on contract to Chinese, the contractor I take it is responsible for the recruitment of his men?—(*Mr. Oberlander*) Yes.

M-60. Does he merely engage these Chinese locally or does he definitely recruit them from their homes?—The major portion is engaged locally. Large numbers of Chinese come here in the cold weather. They are mostly cultivators and do work here during the dry season.

M-61. He has not got to recruit them from their own homes?—If he at all brings them from their homes their number is relatively small.

M-62. Can you give the number of those who are given contract under this system?—In the mill the number is about 410 while in the smelter it is about 240.

M-63. With regard to your Stores I take it that the coolies themselves do not patronize it much and they purchase rice from the bazaar?—The Indian coolie does patronize it, but the Shans and others buy locally because they want only Shan unpolished rice.

M-64. Will the price that you charge for your rice affect the price of the Shan rice ?—The price of the Shan rice is largely regulated by the size of the crop and the amount charged for the Indian rice.

M-65. What you really do is to keep down the price of the Indian rice ?—Yes.

M-66. In the statement that has been furnished to us the word " retention" has been used. Will you explain what it exactly means ?—(*Mr. Colquhoun*) The work of extracting the ore involves three operations, namely, breaking the ore, *i.e.*, drilling it and blasting it, timbering it and then filling the space with waste material. If we paid the contractor at the end of the month the full amount of the contract for doing the work of breaking the ore only, we would not be having any hold on the contractor for getting the work completed, that is, for getting the space filled with waste material. So we retain enough money out of the monthly contract earnings to pay for the completion of the stope. Another reason why we retain is that if they are paid all the money this month, say, for breaking the ore only they will get a very large amount this month while for doing the work of filling next month they will get very little.

M-67. It really comes to this that you retain a part of their wages until the completion of the contract ?—It is not that we hold back a part of their wages till the completion of the contract. The work of breaking the ore and filling the space does not take place alternately. In some cases the space is not filled up for a year or two, and the retention is carried on.

M-68. The effect of your retention is that the amount that they draw month by month is more or less an even amount ?—Yes.

M-69. *Mr. Ahmed* : In the booklet you have supplied to us you say: " The steps taken to bring about the present happy state of affairs were to send small expeditions both to China and to India in order to give publicity to the fact that a large programme of development was in progress and that there was a prospect of a large measure of employment." When you say that you sent small expeditions, do you refer to the contractors ?—No. We had some miners from the Kolar Gold Fields who were not found quite satisfactory in their work, but the Gurkhas we had here were good in their work. One of the Gurkhas told me that he could get good men, so I sent him back to his home and told him to recruit all the men that he could in Almora. That is where he went, and we paid all his expenses. Previous to this we sent out some Europeans to China to recruit the Chinese, but we had to stop this because it was not found satisfactory. The Chinese only worked during the cold season, until March or April, and at one time this crippled me. From that time we concentrated on men from India, and the number of Chinese has consequently decreased now. Once we had about 75 per cent. Chinamen and 25 per cent. Indians, but now 68 per cent. of our force are Gurkhas.

M-70. Of the labour population you mean ?—Yes, in the mines department at Bawdwin.

M-71. It is correct to say, is it not, that a number of contractors were sent out to India to give publicity to your large programme of work and to bring labourers here ?—Yes.

M-72. When you told Sir Alexander Murray that you asked the contractors to bring men at the rate of Rs. 1-4-0 you were referring to these contractors whom you sent out to India for giving publicity to your work ?—(*Mr. Hogan Taylor*) I think there is some confusion. When Mr. Colquhoun spoke about the contractors bringing men at the rate of Rs. 1-4-0 he was speaking of men being engaged at Rs. 1-4-0 for stopping operations from amongst those whom he already had on hand at the mines.

M-73. *The Chairman* : What exactly was the period in which you had to send recruiters to India that you refer to here ? For how long did it last ?—(*Mr. Colquhoun*) It lasted for less than a year.

M-74. After that you had all the labour coming of its own accord ?—Yes.

M-75. It was only during one year that you sent out recruiters ?—Yes.

M-76. *Mr. Ahmed* : When was that ?—Some few years ago ; I cannot tell you off-hand.

Sir Alexander Murray : It is given in the booklet. " These expeditions took place in the period 1922-24."

M-77. *Mr. Ahmed* : In reply to Sir Alexander Murray you said that if a worker leaves his work and comes back to you for a second time you pay him to start with 2 as. less than what he was drawing before he left the work, but that after some time if the foreman recommends he is given that 2 as. What foreman were you referring to ?—The foreman in the mine. We have shift bosses and assistant foremen. We have 76 Europeans for supervision.

M-78. There are some among these who supervise the work of the workers ? —Yes. In the underground the man in charge of the mine, who is a technical man, is the foreman. Beneath him is the assistant foreman who is in charge of a certain section of the mine. Beneath that man is the level boss.

M-79. *Sir Victor Sassoon* : Are all these men Europeans ?—Yes. Beneath the level bosses we have Anglo-Indians who are assistant shift bosses and take charge of certain stopes or certain portions under the level bosses. Beneath them we have supervisors who are all Indians, and then comes the actual workers, *i.e.*, the contractor of the stope with his 5 men in each shift.

M-80. *The Chairman* : Your are using the word ' contractor ' which is well known in India, and you have described in this paper that the contractors are leaders of groups of 5. Is it wise to call them contractors ?—I think we should cut out that word.

M-81. *Mr. Ahmed* : The leader of the group makes 10 per cent. profit out of the gross earnings of the group ?—No. He gets 10 per cent. of the bonus ; otherwise the earnings are equally divided amongst the 5.

The Chairman : He is a working group leader.

Sir Alexander Murray : The system of working is clearly explained in the paper that has been supplied to us by the Corporation.

M-82. *Mr. Ahmed* : You give the work of road making to the contractors who engage a number of labourers to do the work ?—Yes.

M-83. Do you give any other work on contract ?—Cutting fuel in the jungle. But nothing in the mine.

M-84. What else ?—Framing timbers on the surface.

M-85. Anything more ?—Nothing else that I know of.

M-86. I suppose you know that the labourers who are engaged by these contractors are always paid at a lower rate than the rate that the contractors get from you ?—Not necessarily.

M-87. But the contractor makes his income out of this work ?—Yes, generally.

M-88. *Mr. Cliff*: Do you take a regular census of the total population of the lease ?—(*Mr. Hogan Taylor*) No ; we have no accurate census at the present time, but in conjunction with the Government that work will have to be undertaken now.

M-89. *Mr. Clow*: That is the ordinary census ?—Yes.

M-90. *Mr. Cliff*: Does that mean that the Corporation has no record of people resident in its area at any given time ?—No. We have got record only of our employees.

M-91. If a person comes seeking employment does he register at the office ; or what is the procedure ?—(*Mr. Renou*) If he applies to me I register him, but he has the option of going direct to the head of the department and getting employed. He then brings me down an engagement chit from the head of the department and I register him and give him a card and allot a house to him and away he goes to his work.

M-92. Have you got a current record of the number of applicants who have registered for work ?—A number of them do not take the trouble of registering ; they often hear from their friends or relatives that a job is ready in some department and they go direct to the head of the department and get engaged by him.

M-93. Are there very many registered applicants ?—Not very many.

M-94. Is it possible that there are a large number of people who are non-workers on this lease ?—No, it is not. There is a Housing Inspector who keeps a check over the buildings belonging to the Corporation.

M-95. Is there any record showing the number of people on the lease including men, women and children ?—We have not got a census of the population living at present on the lease, but we have a list of buildings belonging to the lease which we have allotted to the different employees ; and they occupy them with their wives and children. We do not keep a list of the women and children on the lease. If any employee wants his wife's sister or his brother or any one of his relations to come and live with him during a short visit or pending engagement at the works, he applies to the Housing Inspector who grants the necessary permission.

M-96. But you have no record to show the total population resident on the lease ?—No.

M-97. *Sir Victor Sassoon* : Have you no record of the number of such relations who ask for permission to live on the lease pending engagement at the works ?—No, there is no record. It is practically asking for permission to live there for the time being.

M-98. *Colonel Russell* : You must have had a census of the population here in 1921 and a record of the number of workers on the lease. Those figures will help you to give us an idea of the relation between the working population and the total population resident on the lease ?—(*Mr. Hogan Taylor*) Yes.

M-99. *Mr. Cliff* : Has the position here changed out of all recognition since 1921 ?—I was not here in 1921 ; I could not say.

M-100. What is the number of dismissals that has taken place during the last two years ; do you dismiss many men ?—(*Mr. Oberlander*) No, we dismiss very few. (*Mr. Hogan Taylor*) Men have been dismissed for inefficiency or disobedience, but their number is negligible.

M-101. What is the total number of people in the provident fund whose monthly income does not exceed Rs. 300 ?—(*Mr. Sharpe*) Approximately 1,661.

M-102. On what principle do you allot quarters to the workers on your lease ?—(*Mr. Renou*) Clerks getting Rs. 75 a month and over get two rooms each : if they have large families they get three rooms. Supervisors living with their wives and children get a special room. All married workers get special rooms. Unmarried workers get accommodation on the basis of 300 c. ft. for each individual. For instance, a room $10' \times 12' \times 10'$ will accommodate 4 single men.

M-103. Do you allot the quarters separately for the various communities ? —Yes, we do that very strictly. For instance, we have Muhammadan barracks, Gurkha barracks, Punjabi barracks and so on. We keep the different people in different barracks.

M-104. In your memorandum you quote an address presented by your employees to His Excellency Sir Charles Innes wherein they have said that they have " no grievances to recite and no cause to represent." Arising out of that may I ask what opportunity is afforded to the workpeople to make collective representations on matters connected with their employment ?—(*Mr. Hogan Taylor*) They can first approach the head of the department and then the General Manager at any time.

M-105. When was the last collective representation made ?—There has been no collective representation in my time.

M-106. Does that mean that the workpeople on this lease have had no occasion to make a collective representation on matters arising out of their employment ?—They have not made any till now and I am not aware of any ground existing for making any representation. I have certain semi-judicial duties to perform here and in that connection I am moving among the people to a considerable extent and I may say confidently that there is no cause for them to make a collective representation. If there was any, I have not seen it and they have also failed to express it.

M-107. Have there been any individual representations and what has been their character ?—Occasionally a man will come to me with a petition written by a petition-writer saying that he has been unjustly dismissed and praying that he may be reinstated. But when the matter is investigated it is always

found that the man has no cause of complaint and that he has been justly dismissed.

M-108. Has he got any one to assist him in making representations ?—An interpreter from my office is always called in to assist him.

M-109. In that same address to His Excellency Sir Charles Innes to which I referred there is a statement about the " peace and harmony of these people—a peace uninterrupted by party factions and unimpaired by political agitations." Suppose a workman on your lease sought to secure an association of the workpeople here, would he be regarded as an agitator ?—Everybody on the lease has got the freedom to express his opinion. But I should say that we would not welcome any trade union or political organization on the lease, only because it is not necessary. We have built up a sort of a patriarchal system here and we are convinced that it is far more to the interests of the workers and the industry generally than a system where there are trade unions and political organizations.

M-110. Does that mean that the Corporation is absolute ?—No ; but many years' experience of dealing with the people, working for them, and the knowledge of the conditions prevailing in industries elsewhere have proved to the Corporation that the method they are adopting is a satisfactory one.

M-111. I am not questioning the intention or the good will of the Corporation. I am only seeking to discover whether it is the policy of the Corporation that its will should prevail ?—It is not the will of the Corporation, but it is the wish of the Corporation that there should not be any outside organization coming in between the management and the workers.

M-112. Are there any regular rest days at the Mill ?—There is no scheduled rest day at the Mill, but there are always 12½ per cent. of the registered workers at the Mill absent.

M-113. Is there a scheduled rest day at the Mines ?—No, but the work in the Mines is so arranged that there is no work on Sundays.

M-114. Do you pay people any allowances during times of sickness ?—If a man is an in-patient in the hospital on account of malaria we give him half pay.

M-115. *Sir Victor Sassoon* : Only on account of malaria ?—What do you do in the case of accidents ?—In the case of accidents they come under the Workmen's Compensation Act.

M-116. *Colonel Russell* : I understand that sometime ago you had considerable trouble with cases of lead poisoning. What did you do to reduce your cases to the great extent that you have done ?—Three years ago we initiated a system which has gradually evolved until to-day every man seeking employment at the smelters or the refinery is first examined by the Chief Medical Officer who makes a record of his various characteristics. The man works for three months and at the end of that period the Medical Officer examines him again for lead intoxication and so on. If the man is found to be suffering from lead intoxication he is sent away ; if he is not, he is allowed to work for another three months and examined once again. Lately we have extended the period to six months. In this way as a result of constant examination

we get early indication of the susceptibilities of the various people to lead poisoning. It is found that some people are more susceptible to lead poisoning than others. All this is done in addition to certain facilities which we provide in order to avoid lead poisoning, such as wash basins to wash their hands before eating their food and separate places away from the work to eat food. By these means we have been able to exclude people who are susceptible to lead poisoning.

M-117. With regard to the general health control of the area under the Corporation I understand that there are one or two villages such as Panghai, where your control is not complete ?—That village is really under Government control and they employ their own officers.

M-118. Take malaria, which is a source of great trouble to you. How do you manage to get anti-malarial work done in these villages ?—(*Dr. Hamilton*): We have tried to do anti-malarial work in those areas as much as we could. Our malaria inspector visits those places and does what he can. There is an Assistant Superintendent here, the representative of Government. He buys the oiling machines, we supply the oil to him and he does the oiling with his men.

M-119. Does the Government give any grants to the Corporation for its anti-malarial work ?—(*Mr. Hogan Taylor*) Government does not give any grant for anti-malarial work ; it gives a grant of Rs. 20,000 a year to provide medical and surgical attention to the people other than those employed under the Corporation.

M-120. *Mr. Tyabji* : Dealing with accidents the report of the Chief Inspector of Mines for 1928 shows that your figures for " Underground " are 1·10 per thousand workers as against 1·64 for all-India, for serious accidents 15·90 per 1,000 workers as against 6·30 for all-India. For open workings the figures are : death—nil, serious accidents—16·66 as compared to the all-India figure of 0·92. For surface workings the figures are : death—nil, fatal accidents—nil, and serious accidents—11·27 as compared to the all-India figure of 2·60. Do not these figures show that the incidence of accidents in your case is higher than for all-India ? Could you explain why ?—It may not be so if you compare other years. It may even show that the incidence of accidents here is much lower than the all-India figure.

M-121. *The Chairman* : Has the Mines Inspector complained about the incidence of accidents ?—Speaking from memory I may say that the Mines Inspector has always given us to understand both orally and otherwise that the steps taken by the Corporation to minimize accidents are exceptionally good.

M-122. *Mr. Tait* : The all-India figures include open workings also and therefore the comparison is not a proper one ?—Yes. There is no mine in India of a similar nature to Bawdwin, and any comparison with all-India figures would be unsatisfactory for that reason.

M-123. *Mr. Tyabji* : The Tatas have open iron ore workings. Would not that therefore be a proper comparison ?—But we have very few men employed on open workings, whereas the Tatas have many thousands on their open workings.

M-124. Would it be possible for you to let us have some figure for 1929 ?—The 1929 report has not yet been received. The 1928 report is the last report received.

M-125. *The Chairman* : When do you send in your return to the Chief Inspector ?—We do it in March of the year following the year for which the statistics are compiled

M-126. Would you let us have a copy of your last return to the Mines Department ?– (*Mr. Colquhoun*). There was only one fatal accident last year. (*Mr. Hogan Taylor*). We will try to let the Commission have the figures before it leaves Namtu. If not, we will send it on to you.

M-127. *Mr. Tyabji* : How many times in a year does the Chief Inspector of Mines come to visit your mines ?—The Chief Inspector of Mines or one of his deputies visits us at least twice a year.

M-128. Coming back to the question of the incidence of accidents, I do not remember to have seen any figures of employment under factories as such. I think the figure has been asked for ?—Yes. We have to segregate the labour force under certain heads and give the number as those who are employed under the Factories Act.

M-129. *The Chairman* : Which parts of the works are inspected by the Factory Inspector ?—The smelter, the refinery, the mill, the machine shops, the engineering shops and the saw mill.

M-130. *Mr. Tyabji* : I find from the Report of the Chief Inspector of Factories that your incidence of accidents in the factories under certain headings is rather high. For instance, under " Struck by falling body or injured when handling goods " there were 157 cases, or 40·82 for 1,000 workers as the total number of workers working under the Factories Act was 3,837. What is that due to ?—I cannot say exactly what the cases are due to, but I do know this that we make a careful report of all accidents that occur, even though they are of the most trivial nature.

M-131. What type of cases would you have in the factories which give you 157 cases under " Struck by falling body or injured when handling goods " ?—We are under some little disadvantage in answering the question inasmuch as the gentleman who prepares the returns, our Chief Accountant, has lately retired from our employment, and his successor has only been in charge for a few months. He did not prepare the last lot of returns ; so it is no good asking him for that information.—(*Mr. Oberlander*) There are cases where, for instance, in the case o men riveting a plate. the man working above may drop a bolt on the man below or something e'se of that kind. In unloading ore, the men working down be ow may have some ore spilled on them from above. All these are minor accidents. We record every accident that occurs where the man receives medical assistance. If he has a little cut and receives medical assistance, we call it an accident.

M-132. *The Chairman* : Has the Chief Inspector of Factories made any complaint as to the number of accidents ?—I cannot say off-hand, but I do not remember that he has made any complaints during the last few years.

M-133. *Mr. Tyabji* : Under " Molten and hot lead and corrosive liquids " there are 99 accidents. That comes to 24·74 per 1,000. Why is the number

so large ?—If a man gets spilled with a little bit of lead which necessitates his being off duty for two or three days, we report that as an accident. An American boy, if he had such a little accident, would not stay off work.

M-134. It is 157 cases a year ; that is ·5 accidents per day. Why should it be so large ?—The number of accidents from molten lead is very small indeed. There may be a small splash of lead and there is a burn ; we report it as an accident. The man does not need to leave off work at all. If he goes to the dispensary for treatment, we report it as an accident.

M-135. *The Chairman* : Will you give us the number of attachments of wages under an order of the court ? (*Mr. Sharpe*) The current number of is 30 attachments.

M-136. Attachments of wages for debts due presumably to money-lenders?—(*Mr. Hogan Taylor*) Possibly a number of those are for debts due to money-lenders. (*Mr. Oberlander*) They are not local debts. In a number of cases, they are debts incurred by the man before he came here. He is sued in the local court, and his creditor obtains an attachment for the collection of the money that may have been due to him.

M-137. An attachment by a court in an Indian town, say in Bihar and Orissa, would follow him here ?—Not Bihar and Orissa, but in the province of Burma.

M-138. Do you think it is a sound system that employers should be made debt collectors ?—I think it is a very unsound system. I think for the company to be made debt collectors for money-lenders or other people who have allowed the man to contract debt is wholly wrong in principle.

M-139. *Mr. Ahmed* : You have said that a number of money orders are despatched from here. May it not be that the money is sent to the man from whom the worker has borrowed in order to cover the cost of his travelling to this place ? It may also be that he was indebted there in his native town, and that is the reason why he has been obliged to come such a long distance to work and send some money to the money-lender from whom he has borrowed ? —(*Mr. Hogan Taylor*) I cannot say where they send the money.

M-140. Yesterday I was questioning some of the workers here who come from Bengal and Balasore district in Bihar and Orissa. They said that they are heavily indebted in their native places, and the cost of living here has increased to such an extent that they have to spend Rs. 15 to Rs. 20 a month for food and clothing, leaving them very little margin to repay their debts. As they cannot save much, getting rid of their debts is a hard job. That is the reason why I am putting it to you that the money sent through the post office may be for that purpose ?—In part it might be so.

M-141. You are not in a position to say anything about it ?—No.

M-142. *The Chairman* : We have been informed in some cases in Burma that the provident fund money can be attached by an order of the court. Yesterday I understood that here that is not the case. Could any one explain how it is that the provident fund in this case is free from attachment ?—That is an old decision of the management that the provident fund cannot be attached by a court. (*Mr. Oberlander*) That is the constitution of the fund. It is

impossible for the employee to transfer his interest in the fund. Whenever there has been an attachment, we have refused to acknowledge it.

M-143. That is not due to any particular difference between your provident fund and any others that you know of ?—I do not think so.

M-144. I was not aware that a rule in your constitution could be set up as against the order of the court. I must ask the local Government as to exactly what the law is. (*Mr. Oberlander*) Apparently it is the usual thing not to permit any attachment to operate against the provident fund.

M-145. We have had it from you that attempts have been made to attach the provident fund moneys, and you have resisted them ; you have refused to acknowledge them ?—Yes.

M-146. *Mr. Tyabji* : What is your general system of working the Workmen's Compensation Act ? For instance, who is the Commissioner for compensation, and how is the whole system worked ? (*Mr. Hogan Taylor*) I may say that the Commissioner for compensation here is the Assistant Superintendent ; he is a representative of the Federated Shan States ; he belongs to the Burma Frontier Service ; he is virtually an official of the Government.

M-147. *The Chairman* : Where does he reside ?—In Namtu.

M-148. *Mr. Tyabji* : Do all the cases which come up with regard to compensation go to him direct ?—The payment of small sums as compensation for a few days covering the time the man is out of work is made direct to the workman. In the case of fatal accidents, it is done through the Commissioner.

M-149. Have you had any cases where the arrangement has not been satisfactory, and you have received any notice from Rangoon lawyers, and you have then paid up the amount claimed by the worker ?—(*Mr. Oberlander*) I understand that there has been a case at the mine where a lawyer from Rangoon has come up here in connection with the case, but on the case coming up before the Commissioner it has been decided in the Company's favour.

M-150. Was there any case with regard to any railway worker whose case went up to Rangoon ?—(*Mr. McDonough*) I do not remember any such case under the Workmen's Compensation Act.

(The witnesses withdrew.)

BURMA.

Second Meeting.

YENANGYAUNG.

Monday, 27th October 1930.

PRESENT:

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.	Mr. G. D. BIRLA.
Sir ALEXANDER MURRAY, KT., C.B.E.	Mr. JOHN CLIFF.
Mr. A. G. CLOW, C.I.E., I.C.S.	Miss B. M. LE POER POWER.
Mr. KABIR-UD-DIN AHMED, Bar.-at-Law.	Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U. AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. J. WEBSTER, Labour Superintendent, Burmah Oil Company, Yenangyaung.

M-151. *The Chairman*: What are your duties? Besides being Labour Superintendent at Yenangyaung, I am responsible for the labour bureau at Singu, and the whole of the B. O. C. labour up country is under my control. There is also a Labour Superintendent at Singu; I am in a supervisory capacity as far as he is concerned. The minor fields to the north of Singu come under the Singu bureau, the engagement of the men being made on the minor field itself and recorded at the Singu bureau. The same thing happens with regard to the minor fields to the south of Yenangyaung which come under Yenangyaung. This office opened in January 1924, and the Singu office in the middle of 1925.

M-152. In 1923 there was a strike of considerable duration on these oil fields?—Yes, it started in the beginning of March and lingered on till July.

M-153. The first claim of the strikers, as is only natural, was for an increase in wages?—Yes.

M-154. The second claim, if I remember rightly, was for the institution of a labour bureau as it was claimed that it would be a means of abolishing favouritism and bribery which was said to have taken place on engagements and promotions prior to that time?—Yes; I am not certain that the actual wording is correct, but they certainly asked for an institution to control en-

gagements and discharges of workmen which would eliminate bribery and corruption.

M-155. And after that this labour bureau was instituted ?—Yes.

M-156. At what period subsequent to then did you come here ?—I was actually the agent of a small oil company in 1923 ; the labourers of all the companies, with the exception of this small oil company, were on strike. I do not know why, but I was asked to join the B. O. C. and start this labour organization in July 1923. I was first asked to make recommendations ; those recommendations were accepted and the office on the lines I suggested was opened on 1st January, 1924.

M-157. Does the whole of the human side of the life of the workers here come within your purview, that is to say, all their interests except the actual technical work ?—That is correct. When they first arrive on the field they come to this office to be sent to the finger print bureau and for photographing, after which we register them for employment ; they are selected by this office to fill vacancies, engaged and housed ; we deal with their grievances whilst working, their short pay complaints, their petty disputes with their fellow workmen either at work or in their barracks ; we listen to appeals against discharge—all discharges pass through us ; we try to settle all claims and grievances ; then there is compensation in case of accidents and sometimes disputes between man and wife. In addition we supervise all company housing, run the profit sharing Stores and the schools.

M-158. The establishment and conduct of the schools is also under your direction ?—Yes, entirely. In addition we recommend the Company to give financial assistance for the building of temples ; in one case we built a mosque ; we provide electric light to a large number of pagodas and water for village tanks ; all that comes under this office.

M-159. How do your duties with regard to health fit in with those of the medical officers ?—They rather overlap. Workmen come here first for treatment for venereal disease and are sent by us with a chit to the doctor for treatment. Sick men frequently come here first and are sent down to the doctor for treatment though they can go direct.

M-160. *Col. Russell* : Is there a medical inspection when they are recruited ?—Yes, now there is ; at one time it was only skilled labour and clerks who were medically inspected before engagement, but since 1st March 1930, we have extended it to unskilled labour.

M-161. How do you work with the medical staff with regard to sanitation ?—Only as critics ; sanitation is the duty of the medical department ; we criticize and recommend.

M-162. *The Chairman* : Have you any figures showing the effect of the 6 years' work of your department in minimizing grievances with regard to unjust dismissal, unfair promotion, favouritism and that sort of thing ?—No. I can show you a sample of the cases which are dealt with month by month and I can give you figures showing the reduction in the number of discharges at Khodaung over the last 6 years. This has been taken out quarterly since 1923 showing the numbers of men engaged and discharged. In the first

quarter of 1923, which is not a fair quarter owing to there being a strike, the figures were as follows :—

Year.	*Engagements.*	*Discharges.*	*Total Pay roll.*
1923 first quarter ..	3,238	2,862	6,700
1924 first quarter ..	1,503	1,818	7,350
1930 first quarter ..	1,598	1,438	10,197
1930 second quarter ..	1,328	1,379	10,295

M-163. Will you give us the percentage of dismissals to persons employed ?—I will have that worked out.

M-164. What has been the effect of the establishment of your labour bureau on grievances with regard to employment, promotion and dismissal ?—The effect is that the grievances brought forward have generally changed in tone. At one time they were with regard to unjust discharges, assault by supervisors and oppression generally. Now they are more with regard to short pay owing to mistakes, and they are generally more petty.

M-165. Has the fact that all engagements and discharges must come through your hands had an effect in bringing about more fair dealing generally throughout the works ?—I think so. It has also had the effect of making men value their jobs more. At one time, when each department engaged its own men independently, a man disagreeing with his *maistry* or supervisor would resign or he might be dismissed for some trivial fault. He would not worry because he could easily get another job in some other department. Accordingly men did not value their jobs so much that they do now, with the result that many men would move from department to department two or three times inside a year. This and the general "don't care" attitude led to a large number of discharges from the pay roll. Now men wishing to move from one department to another department are transferred without their names being struck off the wages books.

M-166. Has your work had the effect of sweeping away the bribery of superiors to obtain jobs ?—I think it has had the effect of sweeping away bribery in engaging men. From time to time one hears complaints of bribery even in one's own office in order that one man may obtain preference over another. I have never been able to obtain any tangible proof of it, and I have considerable doubts about it. The final selection of any workman is made either by me or Mr. Higginbotham or another European ; the clerks merely keep the registers. A clerk at Singu was detected manipulating the registers and was discharged. We do not say there is no such thing as bribery here because he would be a very bold man who could say that, but to the best of our knowledge and belief bribery is kept well under control, and if detected is punished by dismissal. I am of opinion that there is still a certain amount of corruption in the fields among men holding jobs and their immediate supervisors ; when a clerk or supervisor finds that a man has committed some fault for which, if it were reported to a European, the man would be fined or discharged, the man is prepared to bribe the supervisor to conceal his fault ; I think that goes on to some extent.

M-167. Do you have any complaints now from workmen that they have to make payments to their superiors ?—Not until after they are discharged; one never hears a complaint of that nature from a man whilst he is in employment ; if it occurs it is invaribly when the man is appealing against his discharge, and he is seldom in a position to produce evidence ; it is just one man's word against another.

M-168. What is the extent of indebtedness among your workmen ?—The indebtedness as we knew it when the memorandum was written was not very large ; our Indian employees, to the best of our knowledge, send considerable sums of money home every month. Our Burman employees have debts but they are for quite small amounts.

M-169. Have you any attachments by the court on wages or salaries for debt ?—Yes, a fair amount ; there used to be more than there are now. The Company made a rule that if any man's pay was attached, he would be discharged from the Company's employment. That had the effect of reducing the number of these attachments. These attachments were invariably made on behalf of people of the money-lender type, and after this rule came into effect I heard of cases where the men were able to compound with the money-lender.

M-170. Can you give us the number of attachments at present on the total pay roll ?—I can tell you the number of cases in which orders of attachment of pay have been received and have involved the man's discharge.

M-171. I suppose your company would be in favour of a general prohibition of attachment of wages for debt ?—I cannot definitely answer for the Company, but I have every reason to believe they would be quite glad to see a prohibition of attachment of wages for debt ; personally I should be very pleased.

M-172. Do you allow any money-lenders on your premises ?—No, we do everything we can to discourage them, but they usually manage to get round the pay offices on pay days. Sometimes the police have taken action against them because they are inside the prohibited area without finger print cards, but that is all that has been done.

M-173. I understand you have a system of recognized leave? -There is a system whereby a man earning Rs. 34 or more per month after 3 years' service with the Company can get 4 months' leave without pay with a lien on the job when he returns ; he is guaranteed the same job if he returns inside 4 months, but if he has urgent business and sends a telegram asking that the leave be extended, it invariably is.

M-174. Why is it limited to men earning Rs. 34 or more ?—Because it is intended to include only skilled men who start on Rs. 34 a month. The ordinary labourer's pay is Re. 1-0-8 per day or Rs. 27 a month.

M-175. What does the ordinary labourer do when he goes to his own country ?— He has to leave his job ; if he is an unskilled man, returning after a long absence from the oil fields, he is treated as a new comer when he comes back.

M-176. Do these unskilled men come back over a series of years ?—Yes, their absence varies considerably, from 9 months to 2 years.

M-177. I understand that until the beginning of this year you gave pensions for long service ?—No, there is no published pension scheme or any scheme that has been circulated among the workers. It has been our practice to make monthly payments to certain workmen whom we call "aged retainers" men who have an unbroken service with the Company of over 25 years. There are 64 such on the Khodaung. Side by side with this payment of "pensions" is the junior Provident Fund. About 5 years ago the Junior Provident Fund was opened to all workmen earning Rs. 1-2-6 a day, *i.e.*, Rs. 30 a month or more. To the best of my knowledge it is the hope of the Company that the Junior Provident Fund shall take the place of and reduce the necessity for the grant of more "pensions". The Junior Provident Fund is open to men earning from Rs. 30 to Rs. 200 a month ; a man earning over Rs. 200 a month is eligible to become a member of the Senior Provident Fund which is the same provident fund as we belong to.

M-178. Is there any desire on the part of those earning less than Rs. 30 a month to participate in a provident fund ?—No; if there were, we should be prepared to consider their admission but no desire has been voiced here.

M-179. Is the point that their work is too irregular to make it worth their while ?—No, the point is that there is little willingness to join. The majority of our people earning under Rs. 30 a month are Indians and there are very few Indian workers who are members of the provident fund.

M-180. The method of saving which they prefer is to send money back to their families ?—Yes, it seems so.

M-181. *Sir Victor Sassoon* : What is the difference between the Junior and Senior Provident Funds ?—In the Junior Provident Fund the man contributes one month's pay in a year, the Company adds a month's pay, and 5 per cent. interest is given. In the Senior Provident Fund the man contribues 5 per cent. of his pay every month, to which the Company adds another 5 per cent.; in addition, when the dividend is declared the man gets the same percentage of his year's pay as the dividend less the 5 per cent. already given.

M-182. *Miss Power* : What is the history of the Company with regard to recruitment of labour ?—I have no knowledge of the history of it. I have been in the oil fields 10 years and during that time, except during a brief period in the 1923 strike, there has been no recruitment. During the 1923 strike I think a few Indians were recruited from Rangoon as strike-breakers. The policy until quite recently was that any man arriving in the oil fields went to the finger print bureau where he was given a finger print card which entitled him to apply for work in the oil fields. With the finger print card he came here and registered for work. There was no control on the numbers. The cost of the upkeep of the Finger Print Bureau is paid by the Oil Fields Services Committee the funds of which are provided by the Oil Companies. Complaint was made of the expense of the finger printing and it was decided to try and reduce the finger printing of a number of undesirable people who were not likely to get employment. An arrangement was then made whereby certain companies were given a quota : they could recommend daily up to a certain number of men to be finger printed. Men come here and apply

for finger print cards and are interviewed and selected either by Mr. Higginbotham or myself; if they are physically unfit, or if they are small children or old men, we do not have them finger printed; but if they are men who are likely to be of use, they are sent down to the Finger Print Bureau to be photographed. There is no guarantee of employment implied in their being photographed and finger printed.

M-183. Are there appreciably more people coming now than formerly?—No, there are less; the actual number of people finger printed has decreased considerably. The newcomers who are coming are far in excess of the number we can employ. I have figures which show that out of 700 men finger printed in the months of April, May and June, about 249 have been engaged by October 23rd, so that in those three months only there were 500 more men than were needed arrived at the oil fields. We eliminate small boys, old men and men physically unfit for work on the oil fields.

M-184. *The Chairman*: You have no other method of stopping the flow?—No. When an Indian arrives in Rangoon, if there is a job in Rangoon, he will take it; if there is a chance of getting a job in Bassein or Mandalay he will go there; if he has a brother or relation employed in the oil fields the man will sooner or later drift here and probably remain here. His theory is that if he is to be unemployed anyhow, he is better living with his relative than remaining unemployed in, say, Rangoon where he is probably incurring debt, and whilst here there is always the hope that ultimately his name will come to the top of the register.

M-185. *Miss Power*: You do not do any form of propaganda to stop these people for whom you have no work from coming?—No. We thought that the thing would stop of its own accord when people came to understand that there was little chance of employment at the oil fields, but we find that it has not.

M-186. *Mr. Clow*: Would it not be better if you only registered those for whom you had jobs?—It could be done, but it has not beeen done til now. We have refused to register old men, children and unsuitable men but we have not refused to register able-bodied men.

M-187. *Miss Power*: You do not put men on short time in order to take on more men?—We have never done that. We have done everything to stabilise employment and to ensure men a full month's work. Owing to the similarity of work in different departments we have been able, in the case of unskilled labour, to group the men into a general labour pool. Requisitions from different departments are received daily and are supplied from the men in this pool. Some departments have considerable fluctuations in the amount of unskilled labour they require. By classifying requisitions according to the urgency of the work for which unskilled labour is required we have been able to keep the strength of the pool to the number of men we normally need and thereby give all a full month's work. This system of pooling avoids the necessity for continual reduction of staff on one side and continual re-engagements on the other as the volume of work moves from department to department. Recently the use of modern labour saving appliances has reduced the demand for unskilled labour. As an instance, the Transport Department a few months ago brought into use a mobile crane and this crane has cut

down their daily requisitions for unskilled labour by four gangs or 68 men. We are not sure if this crane will be a success or not ; we may yet need these four gangs ; meantime they are being employed on other work and thereby some gangs may have been idle during the past two months for one or two days at the outside in August and September. On no account do we wish to lose a good gang.

M-188. In your memorandum you say that skilled labour stays in many cases for many years, while generally unskilled labour is migratory. Have you done anything to encourage it to become less migratory ?—Apart from the improvement in general conditions and reduction in men discharged we have done nothing. We wish it were less migratory.

M-189. What do the workers' councils do and how are they constituted ?—After the strike in 1926 we started these workers councils in order to give the workmen an opportunity of making representations and also in order that the management may come into closer touch with the workmen. The councils were first selected by me ; they were not elected. I selected them from workmen who were neither extremists nor pro-Company men They worked well for two years and put forward many useful suggestions. The management acted upon some of the suggestions, while they were not able to act upon others such as those asking for large increase in pay and so on. This year we have an elected council. Elections were held at the beginning of the year and the elected council is now working.

M-190. Why have you divided these councils on racial lines into Burman and Indian ?—It is difficult for these two sets of workers to agree. They have very few things in common. One class mainly resides with their families and their suggestions almost always have a bearing on family life, while the other class is migratory and their suggestions are almost always personal. There is also the difficulty of the many vernaculars used.

M-191. *The Chairman* : Could you let us have the minutes of two or three typical meetings of the workers, councils of the Indian and Burman workers separately ?—Yes.

M-192. *Miss Power* : You house only 53 per cent. of your labourers' Is there any scheme to house all the labourers of your Company ?—At the present moment we have some Indian bachelor houses vacant and we have no more demand for them. There is need for more Burman family houses and we are building them. In the beginning Burmans had a suspicion that the Company would charge rents once the men had occupied Company houses, but the suspicion has now gone and the demand for Burman family houses is increasing. We are gradually building such houses to meet the demand.

M-193. Do you house your contractor's labour or in any way supervise their housing ?—In some cases we house them, but mostly they live in sheds put up by the contractors.

M-194. *Mr. Tait* : When you preside over the workers' councils as Labour Superintendent, do you in any way influence the subject matter of discussion ?—No. They have absolute freedom of discussion. For instance, when a question for increase of pay for certain employees of the

Company comes up for discussion, even though I feel that it is not a justifiable demand or that the Company cannot afford to pay, it is recorded in the minutes that so and so made a request that certain people should be paid higher rates of pay and so on.

M-195. With regard to unemployment, I take it that the chief cause is that the higher wages you pay attracts a large number of men for whom you have no work; therefore, if the wages in the oil fields were reduced to the same level as in other industries, the number of people seeking employment in the oil fields would be reduced. Would that not be one way of reducing unemployment in the oil fields ?—Yes. One method of reducing unemployment here would be to reduce the attractions of the oil fields.

M-196. *Sir Victor Sassoon*: It would not reduce the total unemployment; it would only reduce the number of people who came over here ?—Yes.

M-197. *Mr. Tait*: What percentage of the labour force is eligible for the Junior Provident Fund?—On the Khodaung Field there are 3,748 men earning less than Rs. 30 a month and 5,528 men earning more than Rs. 30 a month and therefore eligible to join the fund.

M-198. *Mr. Birla*: You said just now that the higher wages paid on the oil fields attracted a large number of people here thereby causing some unemployment. How do you compare the wages paid on the oil fields with the wages paid in other places such as Rangoon, etc. ?—I gather that on an average an unskilled labourer gets about annas 12 to annas 14 a day in Rangoon whereas the minimum wage here is Re. 1-0-8.

M-199. Have you any figures to compare the monthly earnings of an unskilled labourer working here with one working in Rangoon ? You will agree that whatever the daily rates of wages be, the monthly earnings depend on the number of days for which one gets work. The point is whether an unskilled labourer here is able to get work for a full month, *i.e.*, for 25 or 26 days in a month ?—The unskilled labourers on the oil fields are able to get work for 25 or 26 days a month. To the best of my knowledge more than 95 per cent. of our employees work a full month. They are on daily rates of pay, but they are paid monthly. Normally all are required to work a full month.

M-200. What becomes of those who are unemployed here ? Have they just to wait for some time and then go away ?- There are other companies here and local contractors. They get work with them occasionally, though in such cases they may not get a full month's work.

M-201. I do not understand how, unless a man gets continuous work for 25 or 26 days a month and earns Rs. 25 or Rs. 26 per month, there could be any attraction for him on the oil fields ?—The attraction is that if the man once gets work in the Burmah Oil Company he gets work for a full month and he goes on getting it so long as he is efficient.

M-202. This means that although people know that work is not easily available on the oil fields, they continue to pour in because they hope they may get employment some day or other ?—Yes, that is a fact. We do not advertise for labourers, they come in of their own accord.

M-203. Would it not be a greater security to the workers if they were paid at monthly rates instead of daily rates ? —The Company used to pay at monthly rates at one time, but now they prefer to pay at daily rates. The other establishments of the Burmah Oil Company, such as the Syriam refinery and so on are all on daily rates of pay.

M-204. Why was the monthly basis changed to daily basis ?—I do not know. I think it is more convenient for accounting purposes.

M-205. *Mr. Clow*: Are they paid monthly or fortnightly?—Monthly.

M-206. *Mr. Cliff*: How do you fill vacancies from among the men who have registered for employment ? Who selects them and in what order ? —With regard to Burmans, copies of the register of men seeking employment in the different departments are posted in the verandah here and each man knows his exact position on the list. With regard to Indians this is not done as the Oriyas and the Telugus are unable to read and write, and it is impossible to translate the register into various vernaculars for this purpose. When a vacancy occurs in any department and a requisition comes here, the names of the men on the register suitable for the particular job are called one after another from this verandah in the order in which they have registered, and the first eligible man who is present is sent to the department to fill the vacancy.

M-207. Has the departmental manager to accept any man you send him ? —As regards unskilled labour, yes ; as regards skilled labour I send him two or three men and he selects one.

M-208. Your figures show that there has been a large percentage of discharges. Could you explain what this is due to ?—I do not think the figure is large. The total number of discharges in the month of January 1930 for various reasons, such as reduction of staff, bad attendance, neglect of duty, " own accord ", and so on, is only 3·94 per cent. of the pay roll.

M-209. If a man is discharged, has he any opportunity to appeal against the order ? Who takes up his case ?—Every order of discharge has to go through me and I have to sign it. The man has then an opportunity of making a representation. If he makes a representation I enquire into the matter. In some cases it may be a trifling disagreement with a supervisor, or, in the case of absence, the man or his family may have been ill ; in such cases after enquiry I may quash the discharge and transfer the man to some other gang. There is little real benefit to the man in re-instating him under the supervisor who recommended his discharge.

M-210. How many of these men who have been discharged have succeeded in having that decision upset by you ?—I cannot tell you off-hand, but the number of discharges has been considerably reduced since the Labour Bureau was started. Before the discharge of any man is confirmed his case is fully gone into and except in extreme cases a man is not discharged.

M-211. Could you give us the percentage of dismissals and discharges to the total number of men employed each year since the creation of the Labour Bureau ?—Yes.

M-212. Have you any record of the short-time or the under-employment of men on your pay roll ?—I have no knowledge of any under-employment

having existed previous to 1930. The men here work for a full month or we discharge them. This morning I heard of a case of under-employment and I have called for the wages books to see in what months it has taken place.

M-213. You have given some figures with regard to retrenchments that have taken place during 15 days in August 1929. Have you any record of the retrenchments that have taken place during the last two years ?—We can collect the figures. I will give an example of our efforts to reduce the number of discharges. Take the drilling department. There is a gang of Burman drillers engaged in drilling a well. They drill the well and complete the job. In the past these men on completion of the job were discharged. That caused a number of discharges. In order to avoid this, we formed a pool called the drilling pool and into that drilling pool the discharged Burman driller helpers were put up to the number of 100. These men were employed at a reduced rate of pay on other jobs in the place of Indians. If their drilling pay was Rs. 30 a month they would get Rs. 28 a month on other forms of work. When they resume their normal drilling work they again receive their normal pay. When new wells are to be drilled, instead of engaging new men we engage drillers from the drilling pool. There are two pools: there is a pool for unskilled labour and a pool for Burman drillers which we call the drilling pool. The unskilled labour pool is round about 1100 and the Burman drilling pool is about 100.

M-214. If men earning more than Rs. 31 per month go on leave and come back according to the rule, does their previous service count for the provident fund ?—Yes, and for any *ex gratia* payments.

M-215. *Mr. Tyabji* : What is meant when you speak in your memorandum of regulated, non-regulated and exempted establishments ?—Those are merely technical terms under the Factories Act under which exemption is given in respect of continuous processes and so on.

M-216. Does it apply to exemption from the Workmen's Compensation Act ?—No.

M-217. Can you give us any idea as to the number of accidents in regulated, non-regulated and exempted establishments ?—The figures appear in our memorandum.

M-218. You mention that there is a very stringent enquiry into all these accidents. Who makes that enquiry ?—We ourselves make the enquiry into trivial accidents ; the Warden enquires into serious accidents.

M-219. What steps do you take to eliminate the causes of accidents ?—We classify the accidents under different headings, roughly as preventible and non-preventible. Meetings are held from time to time in the Agent's office which heads of departments attend, and measures are discussed for the prevention of accidents.

M-220. If you retrenched a man and later on employed him again, would he be paid the same rate of wages ?—It would depend on whether he was a clerk, skilled workman or unskilled workman. If he were a clerk it would depend on what the Department were offering ; I should not fix the rate. If he were a skilled workman it would depend on what the Department were

paying for the particular job the man was required to fill. Driller helpers, well pullers and rig-builders are definitely graded. All would depend on the vacancy the man was required to fill.

M-221. Supposing a man started on an initial wage of Rs. 100, served for 10 years and reached a salary of Rs. 200; if he were then retrenched and subsequently re-engaged, at what salary would he be employed ?—I could not say; it would depend on what the Department were offering.

M-222. Would his previous service count ?—It would make him worth more money in that particular job; I imagine they would pay him more than a new man because he would be highly skilled.

M-223. So that he might quite probably be engaged on the salary on which he was working before he left ?—Yes, he might.

M-224. You have a lot of men registering themselves for employment ?—Yes.

M-225. I understand the system is that these people are sent up to the Department for test as to whether they are suitable or not ?—Skilled men are.

M-226. Are they then classed in four classes ?—In the workshops they are.

M-227. If a man is required for the workshops does the requisition from the workshops mention the class of man required ?—Sometimes.

M-228. If the class is mentioned, you can send up the man whose name appears first in that class ?—Men are registered according to their qualifications.

M-229. So that in that way favouritism can be avoided ?—Quite, there can be none.

M-230. *U Aye Maung*: Is it the custom for registered men on the waiting list for employment to present themselves at your office every morning ?—Unskilled men, yes.

M-231. Is there any appointed time ?—No.

M-232. How are they to know at what time to come here ?—They know the office hours.

M-233. Is there any particular time during office hours when you call out the names of those who are wanted and who are to be given work ?—There is no special appointed time; it usually takes place between about 7 and 9 in the morning and again before 3 o'clock in the afternoon. The medical examination of the men selected in the morning takes place at about half-past 9. Men are very seldom selected after half-past 3; any requisitions for labour that come in after that hour are held over till the next day.

M-234. Have you any objection to the meetings of the workers councils being presided over by their own elected presidents instead of the Labour Superintendent ?—I personally have no objection; whether the Company has any objection I do not know.

M-235. *Mr. Ahmed*: Will the Company allow you to do that ?—I cannot say; I merely say I have no personal objection.

M-236. You do not mind my putting certain questions in contradiction to what you have said ?—No.

M-237. I understand you to say that since 1924 you have instituted this Labour Bureau because of the nasty experience the Company had in the strike of 1923 ?—Yes.

M-238. Your object is to remove the cause of strikes : to deal with claims for increments of wages and to eliminate favouritism and corruption. If a man has a grievance, such as a demand for higher pay, do you not think it would be better that such a grievance should come through a trade union rather than through you, the Superintendent of this Bureau of the B.O.C., who is an interested person in so far as your Company is concerned ? Would it not be better if the grievances of the workers were put forward by their own organization, their trade union or labour union ?—I would rather not answer that ; I will leave that to the higher officials of the Company.

M-239. *The Chairman* : That is a question as to the policy of the Company ? —Yes.

M-240. *Mr. Ahmed* : So that the policy of your Company is such that you yourself cannot as an individual give your opinion on this subject because you are a Superintendent of the B. O. C. ?

The Chairman : Not to this Commission, but I take it you are free to give many opinions to your Company ?—Yes, I can give my opinions to my Company, but in view of the way the question was put, as to whether I consider it better that the men's petitions should come through a union or through me, I would rather the higher officials of the Company answered it.

Mr. Ahmed : Then I understand that the higher officials are coming and I can put that question to them.

The Chairman : You can put any relevant question to the higher officials.

M-241. *Mr. Ahmed* : The question of housing is within your sphere as Superintendent of this Bureau ?—Yes.

M-242. Suppose there is a family dispute arising out of the housing problem ; for instance, you allow one room for a married couple free of rent ; but suppose a worker has parents and grown-up children, they cannot all live in the same room together, and if they have a grievance of that sort, you do not supply them with more than one room ?—That is not quite true, because there are many cases where men have two rooms ; a man with grown-up children is given two rooms ; a man who can put up a case for having his parents to live with him has been given two rooms. There are several cases of men with children over 12 years of age who have two rooms, even though they are only on a pay of Rs. 30.

M-243. What percentage of the workers will that amount to ?—Quite small, but it does exist.

M-244. There have been grievances like that ?—There have been grievances like that, and all the grievances of that nature that have been put up have been dealt with, as I said, by giving them two rooms. In cases where a grievance has not been put forward, nothing has been done, unless it has come to light by inspections or things of that description. If the grievance has been put forward, an arrangement has been made whereby a man in those peculiar circumstances has been given two rooms.

M-245. Do you recognize any trade union or labour union here ; because you are doing their job, do you welcome them or recognize them ?—There was a labour union in 1923 with whom we used to work and exchange correspondence and so on. Then to the best of my knowledge that seemed to drop into the background. It appeared again before 1926 ; during 1926 they were very prominent and then again from time to time we had letters from them. In 1926 there was a strike which was unsuccessful from the men's point of view and the labour union seemed to go right into the back ground ; I think one of its officials died and the other left the town.

M-246. Therefore you do not listen to them and do not recognize them ?—I cannot if they do not put up any suggestions to us.

M-247. *The Chairman* : In the last four years, since 1926, have you had any collective representation from any body of workers ?—No, not until just before I came back, which was a few days prior to this Commission coming.

M-248. *Mr. Ahmed* : Are you aware that there are a number of unions now ? Yesterday we saw them on the shore of the river. Do you recognize them ?—I frankly did not recognize them ; they were new to me.

M-249. *The Chairman* : You have had no communication with them except in connection with our visit, I take it ?—Not until quite recently.

M-250. *Mr. Cliff* : I did understand you to say that just prior to your coming back there had been some communication from this union ?—Yes ; they had I think sent copies of various notices and so on and had asked for certain workmen to be given leave to attend and give evidence to the Commission. Their request was granted.

M-251. *Mr. Ahmed* : You deal with questions of justified or unjustified discharges and dismissals yourself without hearing any union ?—I have already answered that.

M-252. *The Chairman* : The answer is that until just lately there has been no vocal union ?—There has been no vocal union for the past two or three years.

Mr. Ahmed : Yesterday on the banks of the river we heard them shouting and cheering the Chairman and Members of this Commission. Is not that vocal ?

The Chairman : It is not a formal petition.

M-253. *Mr. Ahmed* : Do you find that almost all the workers of the B. O. C. send remittances home ?—A very large percentage of the Indian workers send remittances home.

M-254. All of them who have come to work here incur costs of from Rs. 30 to Rs. 40 to come to this place from India ?—Yes.

M-255. I suppose it is not your function to know whether those remittances are sent in order to pay off debts incurred in that way ; but it may be, that is so ?—I cannot say ; what I can say is that men who have been questioned about their expenses and so forth have told us that they remit certain sums to India every month, and those sums are round about Rs. 10 per month.

M-256. Is it not also a fact that they are habitually indebted at home, that is the reason why they come here, and that they live here in very poor style in order that they may send a portion of their wages home ?—I am not in agreement with the second part of the question because we have information supplied by different workmen such as an Indian on Rs. 30 a month who was living in a mess and spending a certain sum on messing, when he was promoted to Rs. 42 a month lived in the same mess, spending exactly the same amount on his ordinary food, spending a little more on extra fish and on toddy, and his remittances home increased.

M-257. In these messes they only have one or two meals a day ; they do not have four or five meals a day ?—That is the messsing system : two meals a day.

M-258. He does not get four or five meals a day ?—No, but he is a free agent, he can go to another mess or mess on his own ; he is not compelled to stay in the same mess.

M-259. On pay day a lot of creditors ask for their money ?—I did not say a lot ; I said there were a certain number of creditors.

M-260. That indicates that the workers are indebted ?—Yes.

M-261. The workers do not get any leave, do they ; if a worker does not come to work, on account of a festivity, he does not get any pay ?—If absent on any day other than the recognized holidays granted by the Company, that is so ; no work, no pay. The Company grants 10 holidays during the year to workmen. If a man is absent on account of festivals other than those recognized by the Company he gets no pay.

M-262. *Mr. Clow* : In answer to the Chairman you said that if a skilled man wanted to go on leave he was given leave, his name was registered and he was allowed to resume his old post when he came back. What is your objection to adopting the same system in the case of unskilled men also ?—It is not possible at present to adopt the same system in the case of unskilled men, because the numbers applying would probably be large. Moreover we are not yet in a position to guarantee that an unskilled man will be re-employed on his return on the same job and at the same rate of pay.

M.-263. You said that the married quarters for Burman workmen cost about Rs. 200 each quarter. What is the annual cost of their upkeep ?—I cannot tell you off-hand.

M-264. How long does each last ?—A little more than 3 years before needing repair to roof and matting walls.

M-265. *U Hla Bu* : It might be that the roof lasts 3 to 5 years, but the buildings last for 20 years ?—The houses last much longer when the man is living in his own house. It is not so when the man is living in the Company's house. He is not so careful about the Company's house as he is about his own house.

M-266. *Mr. Clow* : You said that there were 1,100 unskilled labourers in the pool ; does that mean that on any day 1,100 men were unemployed ?—No, the men in the pool are employed on some work although it may be other

than the work they have been normally doing. One department may be reducing its requisitions from say 900 to 750, while another department may be increasing its strength. All that we do is to pool all these men and send them out to departments as required.

M-267. Have you any figures to show the number of men who are totally unemployed and have no job at all ?—If this refers to the men in the pool, there are none at all.

M-268. You gave 4 per cent. of the pay roll as the percentage of dismissals in a particular month. It means that on an average you dismiss about 50 per cent. of your men every year. Surely that seems very high ?—The figure given includes men who leave us of their own accord. For instance, in January 1930, 3·94 per cent. of the pay roll were discharged and can be divided as follows :—

Month.	Left of own accord.	Other discharges including retrenchment, discharges of substitutes for men on leave and dismissals.	Total.
	%	%	%
January ..	1·71	2·23	3·94
March ..	2·58	2·78	5·36
April ..	2·12	3·0	5·12

M-269. Then your dismissals average about 30 per cent. a year. From your experience of the industry would you say that it is not a high proportion ?—We are cutting it down and the object in establishing the general and drilling pools is to secure permanency of tenure for the labourers.

M-270. You dismiss about 3,000 men every year ; do a number of them come back under different names ?—No, many of them come back under their own names. When a man is discharged there is no definite bar against his coming back. If he has been discharged for a slight mistake he is always given another chance. There are many people who have been born here ; they definitely form a part of the industrial population here and we always give them four or five chances. If a man is discharged to-day he might register for employment to-morrow especially, if he is a local Burman.

M-271. *Sir Victor Sassoon* : So that a man may register and be discharged two or three times a year ?—Yes.

M-272. *Sir Alexander Murray* : In your memorandum you say that the average monthly discharges and retirements for 1928 for all causes were 8 per cent. of the total pay roll. At that rate you should be turning over your whole labour force once a year. But we were talking to some labourers this morning some of whom had been here for 7 or 8 years and had not even gone home once. If that is the normal state of affairs, there must be something wrong with your figures of turnover ?—As I said before, there are many men, especially Burmans, who have been discharged and engaged four or five times a year.

M-273. Do you discharge a man when he goes on leave with your permission ?—In the case of unskilled labour, if the man goes on leave outside Burma we discharge him and take his name out of the pay roll. We do not

do it in the case of skilled labourers. Generally the Burmans go on very short leave extending from 7 to 21 days. Substitutes have to be employed for such men, and on their return from leave, the substitutes have to be discharged.

M-274. In selecting men from those who have registered what principle do you adopt ?—As a general rule we adopt the principle of priority of registration ; the man who has registered first is preferred to the man who comes after him. But occasionally there are exceptions. For instance, when a man goes on leave the head of the department in which he has been working sends a recommendation that he should be re-employed when he returns from leave. There are also cases where men have put in long periods of service. In such cases we give them preference over men who register in the ordinary way. But if a man registers without any special recommendation or with very small period of service to his credit he has to take his turn with the others on the list.

M-275. Suppose a man wanted to go on leave and he asked you to put his brother or some one of his relations in his place so that he might come back and take his own job, would you agree to do it ?—It would depend on whether the substitute was equally efficient. If he was an equally efficient man we would take the matter up with the employing department.

M-276. So that there are very generous exceptions ?—Yes ; quite so As a general rule we observe the order of registration because we have to avoid the continual scramble and fight for priority.

M-277. Have you any control over the contractors' labour ? Who pays the contractors' men ?—The contractors themselves. They are not on our books. We pay only those on our roll.

M-278. How many men work under the contractors ?—It all depends on the quantity of work going on at the time. I think they would never exceed four to five hundred.

M-279. With regard to facilities for adult education, could you not get better results if you let the men off two hours of your time on certain days in order that they might be able to take full advantage of the facilities offered for their improvement ?—The difficulty is owing to the peculiar nature of the industry—the shifts run all round the 24 hours. Shifts also are constantly changed in order that all the men may have a fair distribution of day and night work. That is not the only difficulty. In the case of athletic sports, night schools and things of that kind the men do not take much interest. When they are off work they want to be left alone. They have to be spurred to take up " after work " recreation.

M-280. At any rate there should be a certain number of men whom you would promote as foremen and so on, and such men would surely welcome an opportunity to improve themselves. Could you not select such men and let them off a few hours before the work closes so that they might attend the classes ?—It would only be a very small percentage, but I should think we could work somewhat on those lines.

(The witness withdrew.)

U Ba THAN (Honorary Secretary), U TIN GYI (Head Driller, Burmah Oil Company), U THU DAW (Pleader and Twinsa), U THA ZA (Well Puller, Burmah Oil Company), U KHANT (Blacksmith, Burmah Oil Company), ALI HAMID (Turner, Burmah Oil Company), U MYAT SAN (Head Carpenter, Indo-Burma Petroleum Company), U HTI BU (Pensioner, Burmah Oil Company), representatives of the Burma Labour Union, Yenangyaung.

M-281. *The Chairman* : U Ba Than, I understand you are the honorary secretary of the Burma Labour Union ?—(*U Ba Than*) Yes.

M-282. And you have come to meet the Commission with a number of your fellow members of the union ?—Yes.

M-283. I think perhaps it will help you most if I just ask you, in the first instance, to say anything that you wish to say to the Labour Commission?—I may, in the first place, say that the Burma Labour Union is in existence since 1922, and I work for it in an honorary capacity. I have been in this place for over 15 years, though not continuously. I had gone to Rangoon and came here only recently. I think it will be better if I enumerate a few of the grievances which the employees here have. It very often happens that if the labour union represents anything to the company it is considered to be an extremist body. Though the Burman drillers are clever in their work the rate of pay they get is very small as compared with the rate of pay given to Americans and Europeans. It will be of interest to the Commission if I were to give the number of men in the employ of some of the oil companies here at certain periods. In the Burmah Oil Company on 7th January 1928 there were 11,570 while there were only 8,922 on 20th September 1930, or a decrease of 2,648. In the case of Indo-Burma Petroleum Company, the figures for the corresponding periods are 628 and 828, that is, an increase of 200, while in the case of H. D. S. the figures were 1,194 and 643 or a decrease of 551. I cannot give the Commission the number of European and American employees on the roll of the Burmah Oil Company and the total amount drawn by them in a year. But I hope the Commission will call for it and compare it with the pay roll of the Burman and Indian employees. You might have noticed the men working in the standard and rotary drillings when you visited the field this morning. You might also have noticed that an American driller gets not less than Rs. 1,000 a month and a Scotchman Rs. 350—500 approximately ; while a Burman driller gets only Rs. 55 to 175.

M-284. *Sir Alexander Murray* : Does the American get three times as much as the Scotchman ?—Yes. The Burman driller can do the same work as is done by either the American or the Scotchman, but he does not know English. Formerly, for work on a 4″ hole we used to get 8 or 10 men, but now the company gives only 6. We think that the number should be at least 8. For a 10″ hole, we are given 8 men while we want 10 ; for a 13″ hole or more we have 12 men and we want 14. In rotary wells the crew at present consists of 10 men. As they have to handle very heavy tools and pipes we want 12 to 14 men according to the size of the pipe. We desire that there should be 3 grades for Burman drillers. The third driller's grade should be Rs. 250—25—325,

the second 350—25—425, and the first 450—25—525 ; and they should be given a house allowance of Rs. 30, 45 and 55 a month, respectively. For helpers we suggest a pay of 40, 45 and 50, and for assistant drillers, 60, 70, 80 and 85—90. These grades should apply to both standard and rotary drillings. We have suggested Rs. 40 for a helper because we consider that to be the minimum living wage here. You may be aware that the price of foodstuffs is very dear in this place. For instance, if you pay Rs. 11 for rice at Rangoon you may have to pay Rs. 13 here.

M-285. *Mr. Cliff*: What rate does the crew get now ?—Rs. 30.

Mr. Tait: There is a graduated scale. The minimum is Rs. 30.

The witness: (*U Ba Than*). Another point that we wish to place before you relates to the freedom of association. The Labour Department of the Burmah Oil Company does a lot of under-hand work. It has in its employ a secret agent who moves about the town and reports to the Labour Superintendent the activities of the workers. Consequently the men are afraid of making any representations. They fear that if they do so they may be dispensed with. I have before me a notice served on one Maung San Myint by the Burmah Oil Company on 22nd July 1925. It says " Services not required. Was given a month's pay in lieu of notice. Character good, ability good." He has not been recalled to service although several hundreds of men were appointed since his discharge, because he was an active worker of our union. We shall be very much obliged to the Commission if they can get us freedom of association in this place. Another thing we want is unemployment insurance. As the men have to wait for a long time before they can get employment, some system of unemployment insurance is very necessary. The next thing refers to workmen's compensation. As the men handle heavy tools there is every likelihood of many accidents taking place. In America only 2 or 3 drillers work in a well whereas 15 or 16 work here. I do not know whether there is any difference between the tools used in America and the tools used here, but I suggest that one way of preventing accidents is by keeping a sufficient number of men in the crew so that they can handle the tools easily.

Mr. Tait: There is no difference in the tools used in America and those used here.

The witness: (*U Ba Than*) Before compensation is given, the Labour Bureau conducts an inquiry, and the officer in charge of the board decides the matter.

M-286. *Mr. Clow*: Is there not a Commissioner for workmen's compensation ?—Yes, there is one now. Before the Warden became the Commissioner we have taken several cases to the court at Magwe. The Burmah Oil Company doctor said that there were cases which were unclaimable but we won them in the court. We desire that the Government hospital here should have a higher grade qualified doctor. Another thing we desire is that co-operative banks should be started for the benefit of the employees. Because there is no such co-operative bank, what the men do is to purchase rice from

the Burmah Oil Company stores at Rs. 15 and sell it to the bazaar shopkeeper at Rs. 12, that is, one rupee less than the bazaar rate. Thus the poor labourer loses Rs. 3 because he cannot get money on the day he requires it. With regard to housing, the requirements of the Burman worker differ from those of the Ooriya. The Burman workers live with their families and dependants, and therefore enough room should be provided. So we want freedom of association ; we should be allowed to work for our association. The Company should not interfere if we send out calls for donations ; the Company should not send their detectives to enquire as to why we are doing it.

M-287. *The Chairman* : I think you said that this Burma Labour Union had been in existence since 1922 ?—Yes.

M-288. Have you a record of the number of members from 1922 down to 1930 ?—We have no such list. We are representing the workers in general ; we have an executive committee.

M-289. You have not had any subscriptions or list of members all the time ?—No.

M-290. Have you any list of members now, or do you just call a large meeting and take membership at the meeting ?—Whenever we started to do it there was some one after us. We are only helping the workers, and they say that the Company will not like it if an association is formed. So we cannot do our work openly. We ask for donations. The workers are afraid of dismissal, because hundreds of employees have been dismissed for becoming members of our union.

M-291. What you want is that the Company should frankly recognize an association of their workers ?—Yes.

M-292. You have complained to us that there has been some victimization which, you think, has been due to attempts to form a union. Is that so ?—Yes.

M-293. Have you sent any written communication to the Company in the last 12 months ?—No. Before that, we did so over the Thatameda question.

M-294. So, you do not know whether the Company would or would not receive a communication from you on the points that you mentioned to us to-day ?—It is doubtful whether they will do anything. We understood that this Commission was coming to Burma, and we have dared to lay before you our grievances. I do not know what will happen afterwards.

M-295. I am sure I could say for myself and for my colleagues that we were interested to listen to you to-day and to hear all that you have told us. But there are many of the questions that you have dealt with which this Commission cannot itself deal with, such as the question of the rates of wages or the number of workmen in a drilling gang. Have you yourself ever conversed with the Labour Superintendent on these questions ?—No, because from the manner of the correspondence between ourselves and the Company we can know that if we speak to them about our grievances, it will not be minded. Every day we get information from our workers through the intelligence clerk that nothing will be done.

M-296. Do you know that there are two workers Councils which are elected by the workers ?—Yes ; very lately.

M-297. Are any of the gentlemen who are with you to-day elected to these councils ?—Yes, U Tin Gyi is a member of the workers council.

M-298. He has an opportunity in the Council to raise these questions ?—They are afraid to do it for fear of being reduced or transferred. Mg Bo is too much for them. He threatens that if they talk against the Company, they would be sacked.

M-299. *Sir Alexander Murray* : Have you registered your trade union under the Trade Unions Act ?—As we have got no list of members up to now, we cannot do it.

M-300. Have you any constitution at all ?—Yes.

M-301. Have you got a copy of it ?—No.

M-302. Do I understand you to say that you want more pay for your drillers ?—Yes.

M-303. And you want more drillers in the squad ?—Not more drillers.

M-304. In the statement that we got from the Burmah Oil Company, they say that where 2 Americans are required to drill a well, 6 to 12 Burmans are required. Is that so ?—Yes, because the apparatus or tools are quite different.

M-305. *Mr. Tait* : You are not an oil worker, and the other leader of the union also is not an oil worker, and therefore you do not know what the conditions are ?—We are doing our own business. We are honorary workers. As there is no one to represent them, we are doing it. We have collected these grievances from the others.

M-306. *Mr. Clow* : Has your union any Indian members on it ?—Yes. There is one present here He is a native of Bengal.

M-307. *Mr. Birla* : Since the inauguration of your union, did you ever officially approach the employers for its recognition ?—If they allow it, we would be glad to do it.

M-308. How do you know whether they would allow it or not ?—We have approached them several times. Sometimes we got affirmative and sometimes negative replies.

M-309. Could you send us a copy of the correspondence ?—Yes, I can.

M-310. Did you say that the Workers Councils have only recently been formed ?—These councils have been in existence for the last 4 years. Formerly the members were nominated, but now they are elected.

M-311. *Miss Power* : Have your members paid any subscriptions at any time ?—No. We ask for donations, not subscriptions. That has to be done on the quiet.

M-312. *Mr. Tait* : Is one of the objects of your association to provide more work for Burmans on the oilfields and less work for Indians ?—Not exactly like that. If the American driller is paid a certain amount, the Burman driller should get the same.

M-313. *Mr. Clow* : What do you mean when you say that it is not exactly the object of your association to reduce the employment of Indians ?—We have no objection to Indians being employed here.

M.-314. You do not want to reduce their number ?—The Burma Labour Union does not want to do it.

M-315. *Mr. Tyabji*: Could you tell me in what manner the election to the Workers Councils took place ?—The men were elected by the workers, and the voting was by poll.

M-316. Do you find any difficulty in calling meetings for labour union purposes ?—No.

M-317. There is no hindrance from the Company ?—No, not openly.

M-318. Do you find any sort of difficulty ?—If you ask in a general way I should say, no.

M-319. *Mr. Cliff*: With regard to the freedom of association you did say that there was under-hand work going on. What did you mean by that ?—The Labour Department keeps a man called an intelligence clerk. He goes round the town and collects information for supply to the Labour Bureau. As an instance, I may say that a year ago the mother-in-law of the president of our union died and many of his friends and admirers went to attend her funeral, and, according to the custom of the Burmese, contributed money. This intelligence clerk reported to his officer the names of those who were present at the funeral and of those who donated. People are therefore very much afraid of him.

M-320. How do you know that ?—Because we get reports from the workers.

M-321. Is that fear on the part of the workers very widespread ?—Yes; they are very much afraid of him.

M-322. Is he a big man ?—Yes.

M-323. Has he made any reports against individuals that you know of ?—Yes.

M-324. Can you quote a case to the Commission ?—I have already quoted a case, and that is that of Maung San Myint who was a head rig builder. He was one of our active workers and he was discharged from service in July 1925.

M-325. Have you had any cases recently ?—We had one Mg Mo as our member. He is a driller drawing Rs. 175. He is not attending our union for the last one week because, we understand, that he was made known that if he continued his membership in the union he could not expect any increase in pay but that if he left the union he would get more pay.

M-326. Have the members of the union which you have been gathering said in your recent meetings anything about the working of the Labour Bureau ?—No.

M-327. Do the work-people agree that the working of the Labour Bureau has tended to eliminate bribery ?—We do not think so.

M-328. Have you any information on that at all ?—No.

M-329. You referred to unemployment insurance. Would your people be prepared to pay a regular contribution in order to provide for unemployment insurance ?—Yes, we are ready to make a contribution.

M-330. Have you consulted them on that point ?—Yes.

M-331. Is there very much unemployment here ?—Yes.

M-332. How many people do you think are unemployed at the present time ?—More than 600.

M-333. Are there skilled workers unemployed as well as unskilled workers ? —Yes.

Can you give any idea to the Commission as to how that 600 is divided as between skilled and unskilled workers ?—I cannot say that at the moment. We are now busy preparing a list, and we have already 400 on our list.

M-334. Have you any idea as to how long these men have been unemployed ?—Some have been unemployed since two years and some since three years.

M-335. You said that you have got a list of 400 names. Amongst those unemployed people are there any who have previously worked for the Company? —Yes.

M-336. Will they have been out of employment for more than a year ?—More than two years even.

M-337. *Sir Alexander Murray*: How do they live in the meantime ?—By selling some sweets, etc.

M-338. *Mr. Cliff*: With regard to the contested cases under the Workmen's Compensation Act which were taken at some place removed from here, did you obtain independent medical opinion in those cases ?—Yes, by a Government I. M. S. doctor.

M-339. *Mr. Clow*: The Commissioner sits here now, does he not ?—Yes, at present.

M-340. *The Chairman*: How long is it since you came to Yenangyaung from Rangoon ?—I came here a month ago.

M-341. Up to one month ago you have been for some years in Rangoon ?—Yes.

M-342. In this month you have been re-creating the labour union which had not been doing very much for some years ?—Because there was no important business to do.

M-343. You had previously worked here, I understand, as a clerk ?—When I joined the union I was a school teacher at Yenangyaung.

M-344. *Sir Victor Sassoon*: Were you not a clerk before that ?—I was first a clerk and then a school teacher.

(The witnesses withdrew.)

BURMA.

Third Meeting.

YENANGYAUNG.

Tuesday, 28th October 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar.-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Miss B. M. LE POER POWER.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU
} *Assistant Commissioners.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. J. H. HUNTER (Assistant General Manager in India), Mr. J. WEBSTER (Labour Superintendent), Mr. J. DALGLEISH (Agent, Khodaung Oilfield), Mr. MARR GRIEVE (Superintending Engineer), Mr. H. D. KIPPEN (Fields Accountant), Mr. G. S. TERRY (Fields Medical Officer, Nyaunghla), and Mr. W. B. CRAWFORD (Assistant Fields Medical Officer, Nyaunghla), representatives of the Burmah Oil Company, Ltd., Yenangyaung.

M-345. *The Chairman* : Mr. Hunter, will you first tell us the scope of your responsibility here ?—(*Mr. Hunter*) : I am responsible here for the general management and administration of the Company's oilfields in Burma. I have responsible officers under me for each of the big areas. Our field administration is divided into two main areas : one, the Yenangyaung area, which includes minor oilfields on the other side of the river to the south, *viz.*, Minbu, Palanyon and Yethaya. To the north there is another main area known as Singu which includes subsidiary areas on the other side of the river from Yenangyat up to Sabe. In each of these fields there is a responsible officer called an Agent in executive control and responsible in the first place to me.

M-346. For that wide area you are responsible for general policy and management ?—Yes, under the direction of my Directors in London.

M-347. The General Manager in Rangoon is not in between you and your ultimate authorities in London ?—Not in any executive matters connected with the actual operations or development policy of the oilfields. I use

my discretion in referring to him matters of local policy, affecting other Companies or the Local Government. In the matter of staff, we have schedules of pay, terms, leave, etc., sanctioned by our Directors and covering the various grades of employees. So far as employees whom we term " Fields " men are concerned, the application and operation of these schedules is my responsibility entirely, but in the case of Heads of Fields Department and generally for employees in receipt of not less than Rs. 1,000 per mensem, I refer my recommendations, to the General Manager in Rangoon before final decision is reached. Matters concerning pay, terms, leave or transfer of the administrative office staff, as well as our staff of Geologists and Accountants are referred to the General Manager in Rangoon. I have to study my staff carefully and questions relating to staff take up a large portion of my time.

M-348. We have been specially interested in the appointment of your Labour Superintendent and the establishment of the Labour Bureau. Were you here at the time when that step was taken ?—I was here.

M-349. Then, can you tell us the purpose of the Company in taking that step and the scope which was given to the Labour Superintendent after he was appointed ? Can you also give us, from the point of view of the Company, the Company's view of the results achieved ?—It will be remembered that in the years 1922 and 1923 there was considerable unrest generally in labour throughout India, and in many industrial centres labour strikes occurred. We were not entirely free from them in Burma.

Prior to that time our policy, in common with that of many other industries, had been to carry on until trouble arose and then take measures to deal with it. We had a strike here in 1923 which lasted for 3 or 4 months. That led to a close examination of conditions, and we came to certain conclusions, one of which was that it was essential in the Company's interests that they should get into much closer touch with their labour and the conditions under which they lived and worked. The general lines upon which our labour here had been managed prior to 1923 was that heads of departments worked with subordinates, and they again with further subordinates. The actual labourer would probably be a member of a gang working for a *maistry*, and the *maistry* would be responsible in the first place to a subordinate engineer or driller. The question of engagements, punishments and discharges was very largely in the hands of the subordinate. He was responsible to his immediate superior in his Department, and he again through the usual channels to the General Manager. But in practice a very great deal of power was in the hands of the man for whom the coolies were actually working. The Departments guarded their powers and rights over their coolies somewhat jealously, and the main difficulty that we had to contend with in any change was with our own departmental heads. I myself personally was very much involved in this, and was in part responsible for the Company's policy, which to begin with involved a reduction of the Department's power of taking disciplinary action and making engagements and discharges. That naturally met with a great deal of opposition. The Labour Superintendent was then appointed and the outlines of the organization framed. Of course it has taken time for the organization to grow up to

its present form, but the first principle that we laid down was that the Departments must refer to our central employment agency in the matter of engagements and discharges. The main arguments against it on the part of the Departments concerned were that if they did not engage the men they wanted, men that they probably knew, they would get men who were unsuitable for the job, that they would lose their authority over the men and discipline would suffer. The Departments maintained that attitude stoutly for the best part of three years. It was only by making it very clear that the organization had come to stay and would if necessary outlast the heads of Departments that the Labour Bureau was established. At the same time it was made clear to the Labour Superintendent that he was essentially, from the Company's point of view, the representative of Labour, and it was his business to find out their needs and their aspirations and to endeavour to obtain justice for them. It was our wish that he should secure the goodwill and the confidence of our labour; the retention of his job was to depend upon the extent to which he fulfilled that object, and that is still the case.

M-350. The Labour Superintendent reports to and consults with only yourself; there is no intermediary ?—He deals, on behalf of the labourers, with heads of Departments, if he thinks necessary, with the subordinate for whom the men are actually working. If there should be any difficulty he goes to the Agent or comes to me. But the instances of difficulty which were frequent and constantly recurring in the early years have very largely disappeared, and matters are now usually settled amicably as a result of the co-operation which exists between the Labour Bureau and employing Departments. The basic principle of the organization is that the Labour Superintendent must retain the confidence of our labour and his job depends upon his ability to do this. We consider him to be on the side of labour and he is only concerned with the Company's point of view to the extent of endeavouring to see that the men's attitude and requests are reasonable.

M-351. Has he freedom to make representations to you on all matters affecting the personal lives of the workers ?—Absolutely.

M-352. In general terms, I suppose you are not able to accept every one of his recommendations ?—No. There is a limit to what is economically possible. But the Members of the Commission will have seen things like our schools, sports ground, general housing and Profit Sharing Stores. The Labour Superintendent puts up his ideas and I recommend them to the Directors as seems feasible and economically possible. There have been very few of his recommendations that have not been accepted.

M-353. You have told us of the difficulties of the first three years. But now that things have settled down, can you give us your view as to whether it has been worth while from the Company's point of view making this departure ?—We think it has been distinctly worth while, and we believe that our Labour Superintendent has earned the confidence of our labour. It is a little difficult to prove that, because our workers who are contented and steady do not raise their voice at all. The agitation or propaganda of any sort that does arise is always from outside, carried on mainly by people who are not in our employ.

M-354. It was represented to us yesterday that some at any rate of your workers believe that the policy of your Company was to deny them freedom of association. That is a thing we have often heard in other places. Supposing the men desire collectively to present requests to the company, and supposing further they desire to form a union which should be the medium to present to you their requests, what would be the view of your Company ?—My Company's attitude towards that would be entirely sympathetic, subject to some conditions. The first and essential condition, as far as the Company is concerned, is that such a union should be really representative of our workers. There have been unions in the past and the attitude of my Company towards them has always been one of willingness to co-operate, even though we have not yet in our experience dealt with a union which we considered to be representative. We realise that those unions might have been just the beginnings, and they might in time have achieved a wider and fuller representation of all classes, and we have never refused to deal with them or treat with them.

M-355. Is it your view that the workers' councils, which we are told have now been made elective, improve the means of enabling your workers, to become vocal and lead to organization amongst themselves for representation ?—That is my Company's view, and it is their policy that the workers' councils should develop on these lines ; they were indeed inaugurated for this purpose. The Labour Superintendent presides at the meetings of the workers' councils essentially in his capacity as the labourers' advocate. It is not his function at the meetings to make any decision. He is there merely to guide and direct them. As we know, these men themselves have little or no experience of the conducting of meetings.

M-356. It is your wish that the Labour Superintendent should help the workmen themselves to become vocal ?—That is certainly our wish.

M-357. *Sir Alexander Murray*: We had some information yesterday from Mr. Webster regarding the number of changes that were taking place in your establishment. Personally I was rather struck by the tremendous amount of turnover. It used to be that you practically turned over your labour once in a year. Now you have a turnover once in two years. Why should there be such a large turnover ?—With regard to the figures particularly under review, for 1927-28, one explanation is found in the fact that the oil industry is rather a hand to mouth business, as far as production is concerned. You have to build up your marketing organization, your transport from your refining centres to your marketing centres and your refining organization to a certain economic figure. While you cannot exceed that, it may be disastrous to be very much short of that figure. Therefore, you want steady production, but nature does not always provide us with a steady production. We find that the sands from which we obtain our production are what is known as patchy. We may have a programme of development worked out to give us a steady production, but our experience is that it is always the unexpected that happens. We may for a period of six months get a constant succession of failures or comparative failures, something less than what we expected. Then in the following six months we may be fortunate and get more than we expected. This naturally leads to rises and falls in the amount of drilling activity. After a period of bad luck, we are obliged to increase our drilling, and if we have a period of good luck, we are obliged to ease

off. That is a necessary condition of the oil industry the world over. In this field we are very much more immune from that now than has been the case in the past, because the field is fairly fully developed, and we have passed from the stage in which we had to depend upon a comparatively small number of big and variable wells for our production to the stage at which we have a large number of small and relatively steady wells. In the years 1925 and 1926 we had one of these bad patches. There were sands in this field which we counted on for our forward production, but we had a succession of disappointments. At the end of 1926 our stocks had fallen to such a low level that the position had become serious and a continued fall would have meant curtailing the throughput of our refinery. We came to the conclusion that increased drilling was necessary. In the Yenangyaung field we endeavoured to keep our pay roll more or less stable. In our Singu field, more commonly known as Chauk, which we regard as our reserve, we embarked upon an intensive programme, and during 1927-1928 our labour force at Chauk was doubled. That in itself will account for the figures for those years, which cannot be taken as representative. To some extent drilling and production need specialized labour. A number of special drilling and production men were available in the Yenangyaung Field, and to a limited extent numbers at Chauk were made up by drafting men from Yenangyaung.

M-358. That will explain why in this particular area you had a great number of what appear to be discharges. They would be taken up at Chauk and other places. Does that apply to 1929 and 1930 ?—In 1929 and 1930 the conditions were more normal.

M-359. *The Chairman*: We asked you yesterday if you could favour us with percentages that would analyse your turnover. Could you take them out ?—(*Mr. Webster*). We went into the question of discharges last night and found that two things had been omitted, *viz.*, the discharges of men who had been engaged as substitutes to work for men on local leave and the large number of durwans who are employed temporarily at week ends to watch over the materials on wells during the process of cementing. Taking the month of February, the total discharges for these two reasons were 4·98 per cent. of the pay roll. Resignations account for 2·58 per cent. Men engaged as substitutes for men on local leave who were discharged on the return of the men taking leave accounted for 0·72 per cent. Durwans and domestic servants accounted for 0·84 per cent. and the remainder who were discharged on account of reduction, negligence, death and other causes accounted for 0·84 per cent.

M-360. *Sir Alexander Murray*: If an Indian takes leave out of Burma he is included among the discharged, but if anybody takes leave in Burma he remains on the pay roll ?—Yes, but a man is engaged in his place. When the man taking leave in Burma returns, his substitute is discharged. I have a statement for 1930 showing the whole thing, and in no case do the discharges for other reasons, leaving aside those taken as substitutes and as durwans, totalled together come to more than 1·4 per cent.

M-361. *The Chairman*: Could we have a revised statement in this new tabulation ?—Yes.

M-362. What we are anxious to get is a picture, and I think in your own interests it would be useful to have a truer picture of these figures, and

the check on those figures is the number of new-comers you engaged in each month for last year, together with the number who were registered.

Mr. Cliff: From the point of view of the Company a man who has been away for 3 or 4 years would be a new man when he returns. It seems to me that the figures given by Mr. Webster now do give us a more accurate picture, than the figures previously submitted.

M-363. *Sir Alexander Murray*: I noticed the police here taking the finger prints of a lot of persons. Can you give us figures showing the new registrations and the old re-registrations: there are so many thousands of men being registered every year; how many of them do you actually engage?—In April there were 228 men who were finger printed by the police department and out of that number 39 were engaged by us.

M-364. That figure represents entirely new men who had never been on your books before?—That is so.

M-365. *Mr. Cliff*: With regard to the 228 men who were finger printed will you tell us whether they were all actually sent by you to the finger print bureau?—The figure 228 represents men who were sent by the different oil companies including ourselves.

M-366. *Sir Victor Sassoon*: What is the number you sent?—I think we sent about 150.

M-367. *Mr. Cliff*: It will be useful if you can give us the number of people you sent and the number you engaged?—We will endeavour to supply that information.

M-368. *Mr. Clow*: In the memorandum that your company have sent us there is a reference to exempted factories. What does that mean?—(*Mr. Hunter*). 'Exempted factories' refers particularly to factories in which the operation is essentially continuous, and there are certain provisions of the Factories Act which enable those operating such factories to obtain exemption in regard to working hours.

M-369. But "exemption" usually has reference to operatives and not to factories?—Yes, we obtain exemption for operatives. For instance, in our power station, one of the generators may suddenly go wrong, and on an occasion like that we have the right to call in the whole of the staff even though some of the men called in may have just gone home after a full shift; and we should be exempted from the rules for working hours in such an emergency.

M-370. You say "Except in the cases of exempted factories the hours worked per week are 48 hours". What are the ordinary hours of work in exempted factories? The norma lworking hours are the same, that is, six 8-hour shifts per week.

M-371. *Mr. Tait*: When an occasion arose such as a breakdown you might exceed the number of hours laid down in the Factories Act?—Yes.

M-372. *Mr. Clow*: That applies to all factories?—Yes.

M-373. *Sir Alexander Murray*. In your memorandum you say. "Exempting provisions and the use made of them relate to oil water

pump stations on the main pipe line, oil refineries and electric power stations ". I presume the factory inspector, under the rules made by the Local Government, has given you certain exemptions which enable you to make your men work longer hours than they are ordinarily allowed to work. Ordinarily speaking they work 8 hours shift ?—Yes.

M-374. *Mr. Clow*: The point is whether ordinarily the hours in the so-called exempted factories are the same as those in the non-exempted factories ?—Yes, they are the same.

M-375. There are no statutory provisions here for a weekly holiday except in the factories ?—I think not.

M-376. Do you anticipate any serious difficulty if statutory provision is made for a day of rest ?—No serious difficulty. The people who are most likely to object will be the workers themselves.

M-377. You say that about 15 per cent. of the total employees work 7 days a week. Is that still true ?—It is still approximately true.

M-378. *Sir Victor Sassoon*: What work do they do ?—They work on rotary wells.

M-379. Is that work continuous ?—Yes. I may say that in rotary work and in drilling work generally, although the men may be on duty for 56 hours in a week for a large percentage of the time, so long as things are going smoothly, they are not doing strenuous manual work. They are kept in reserve in case something happens.

M-380. *Mr. Clow* : What proportion of your men work 10 hours a day ?—(*Mr. Webster*). The number is very small. On the 18th October there were 240 drillers ; there were no well pullers, but there were about 300 rig builders. Roughly, the total was about 500—600.

M-381. Everybody who works 10 hours a day gets a short day on Saturday ?—Yes. They work only 56 hours a week.

M-382. Save in emergencies, can you say that there is nobody in the oil-field who works more than 56 hours a week ?—(*Mr. Hunter*). Yes, in the case of men engaged in manual labour. We have a limited number of durwans and oilmen whose duties are largely sedentary, who regularly remain on duty for 12 hours daily.

M-383. You refer to the display of safety posters, presumably in Burmese and other languages. Have these had much effect ?—Not apparently.

M-384. In how many languages did you have these posters displayed ? (*Mr. Webster*). In Telugu, in Burmese and in English.

M-385. Were you asked by the Local Government officers to put up vernacular notices relating to the Workmen's Compensation Act ?—(*Mr. Hunter*). Yes. There was considerable correspondence about that recently.

M-386. *The Chairman*: Does the Labour Superintendent act as the advocate for the men in cases of accidents falling under the Workmen's Compensation Act ?—He is responsible for making inquiries in all cases of accidents, and his duty is to see that the interests of workmen are fully guarded.

M-387. *Mr. Clow*: You had some objection to puttting up these notices ?—I should like to refresh my memory about the correspondence in that matter, but speaking from memory our main objection was that the notices which we were asked to post were incomplete and, in our view, created a false impression. The policy of my company in connection with compensation generally has been to act in the spirit of what subsequently became the Workmen's Compensation Act, and we have always adopted a policy of compensation in cases of accidents from as far back as I can remember. We did not start a compensation file until after the notifications began to appear about the Workmen's Compensation Act early in 1923. The first case on our compensation file is a case of a Burman who was killed in the power station in October 1922. His widow applied for compensation and she was paid compensation in January 1923 though the Act did not come into force until July 1924.

M-388. Since the Act came into force have you noticed any increase in the number of recorded accidents ?—It is difficult to say because our own organisation for reporting accidents was not quite the same before as it is subsequent to that date. I have with me a record of the compensations paid from the 1st of July 1923, up to May 1924, *i.e.*, before the Act was in force. In about 8 or 9 cases compensation was paid and the total amount of compensation was about Rs. 7,000.

M-389. In the first paragraph of your memorandum you refer to about 8,000 Burmans employed. Does that refer to all the fields under your control ? It refers to the main oil field areas up and down the river.

M-390. It does not include your concessions in other fields ? No.

M-391. What percentage of your workers in this field are skilled workers ? —Roughly about 25 per cent.

M-392. Are the skilled men mainly recruited from the ranks of the unskilled, that is, is there a rise from one grade to another, or are they mainly recruited separately ?—In the departments of drilling and production there is a regular scale for each gang. We have 3 or 4 men on the minimum pay and 2 or 3 on a slightly higher pay in different grades.

M-393. Have you any special facilities for training skilled workers ? —No.

M-394. Ordinarily, what can a skilled labourer rise to ?—In the drilling department he can rise to Rs. 175 a month *plus* the usual bonus.

M-395. Do you experience any difficulty in getting these special skilled men ? Not at the moment.

M-396. *Sir Alexander Murray*: I notice you say in your memorandum that "the industrial efficiency of machinists, electricians and artisans generally is improved by education". Does that mean education before they become machinists or after they become machinists ?—That is a statement arising from the fact that in the machine shops the men who have a better education acquire promotion more quickly than others.

M-397. You also say: "The industrial efficiency of the unskilled labourer would only be affected to the extent that it would make him a candidate for promotion to some capacity where he will no longer be classed as

unskilled." There again, do you refer to education before he becomes an unskilled workman ?—That is the case because we have no facilities for giving adult education.

M-398. We were told by Mr. Webster yesterday that a night school was started here but it had to be given up as the workers did not take full advantage of it. It is natural that men are reluctant to attend night schools after their day work, but have you thought out the possibility of opening afternoon practical classes sot hat men who are off duty during the afternoon and who are desirous of becoming efficient workmen may take advantage of the course ?—That has not been investigated.

M-399. Do you think it worth while exploring it ?—I am prepared to go into that matter.

M-400. *Mr. Clow* : In the skilled ranks you have more Burmans than Indians ?—Yes. We have Burmans in drilling work and production while Indians are mainly in machine shops.

M-401. If you take, for example, the average pay of the post held by the Burman you will find that it is higher than the average pay of the post held by the Indian ?—On the average that is so.

M-402. The policy of the Company, I take it, is not to restrict particular posts to any one community ?—Other things being equal, in Burma the Company's policy is to give preference to Burmans.

M-403. *Mr. Birla* : At present your total labour force is composed very nearly half of Indians and half of Burmans, and you said just now that other things being equal your policy for the future is to give preference to Burmans. You agree that there is a feeling growing against the importation of Indian labour into Burma now both for the personal safety of the Indian labour as well as to protect them against unemployment in future. Do you think it desirable that the Government should take some action to regulate the emigration of Indian labour to Burma ?—In the past we have always had a number of unemployed Indians in this neighbourhood, and there is always a certain floating population of unemployed Indians in the Province. It seems impossible to overcome this altogether, but the problem has never assumed such proportions locally as to call for any special action. The Indians themselves adjust it in their own communities here to some extent and the Company gives some assistance. The Members of the Commission saw our big Indian barracks yesterday. Of those whom we house in that barracks about 10 per cent. are out of work at present. We help them to that extent.

M-404. But in view of your future policy you will agree that there is a likelihood of the volume of unemployment assuming a very large proportion ; would you therefore suggest any official action to regulate the immigration of Indian labour into Burma ?—The problem of unemployed Indians here is but a portion of the same problem for the Province as a whole, and in my opinion cannot be tackled from the point of view of the oil industry alone.

M-405. I think even on your field here there is a fair amount of unemployment prevailing among the Indian workers ?—There is unemployment but there is no acute distress amongst these people.

M-406. What do you think is the total number of Indians unemployed at present on your field ?—The numbers at present are somewhere in the neighbourhood of 1,000.

M-407. The total number of employed is about 9,000 ?—Yes, between 9,000 and 10,000.

M-408. As you know, people are attracted every year in the hope that they would be able to secure employment in the oil field. The oil fields had a tradition of absorbing large numbers of men every year from India. Now as the policy is getting in favour of employing more Burmans we must have a period of acute distress in the future ?—There has been no appreciable decrease in the number or proportion of Indians that we normally employ. So far as can be seen at present, the Company's policy will not necessitate any marked reduction in future in the number of Indians for whom we provide employment. The classes of work which are done in the oil industry by Burmans and Indians are fairly distinct, and the reason why Indians obtain employment is because they do mainly unskilled work which the Burmans are not willing to do. For instance, the Burmans will not work as transport coolies or earth digging coolies.

M-409. Now I have been informed that the Burman is getting more accustomed to do that sort of work ?—We find no evidence of this.

M-410. So you think you will have to rely on Indian labour for unskilled work for a very long time to come ?—It is very difficult to see far ahead in the matter.

M-411. Have you considered the question whether Government should take any action to protect the Indian labour in respect of his employment and his personal safety ?—We are prepared to co-operate with any scheme which Government considers necessary to deal with the problem for the Province as a whole.

M-412. Do you think that from the point of view of the Company as well as of your labour your Labour Bureau has been a great success ?—Yes, that is my opinion.

M-413. Do you think that it commands the confidence of the labour to the extent to which a labour union could command ?—That raises a somewhat difficult question, that is, the efficiency of institutions which are run entirely by Indian and Burman labour. These men, for the most part, lack education and they lack facilities and powers of organisation. If they could provide their own skilled superintendents there is no doubt that they could run their own labour union. Our view is that for the present they need considerable assistance.

M-414. Is it not natural for the labour to suspect certain institutions which are run entirely by the employers ?—I think that the labour in our own employ taken as a whole recognize that our Labour Bureau is run to their benefit; they have confidence in it, and, in my opinion, they have no desire for an outside agency.

M-415. You had a strike in 1926 since the inauguration of the Labour Bureau, had you not ?—Yes.

M-416. Could not the Labour Bureau foresee the circumstances leading to the strike and prevent it from developing ?—It touches upon a somewhat large issue. Whereas our labour here in general is contented it is always possible when some special issue is raised—may be a national issue such as they raised recently in Rangoon—for the labour to take exceptional measures and to go on strike. The amount of confidence that the labour have in our Labour Superintendent weighs very little really with labour such as we have here, particularly with Burman labour, when for example a national issue is raised. The national issue carries everything before it.

M-417. But the strike of 1926 was not based on any national issue; it was based on some definite grievances, for instance, the collection of Thathameda tax ?—Yes, that was one of the issues.

M-418. Another reason for the strike was the change over from monthly rates of pay to daily rates. These two issues at least, you will agree had nothing to do with any national movement; they were distinctly labour issues, and I wonder whether you have thought what attitude a properly constituted Labour Union would have taken under such circumstances, when there was a clash of interest between the employers and the employees ? —It was one of the periods when a Labour Union was to some extent in existence.

M-419. May I know what attitude on these specific issues the Labour Union took *vis-a-vis* the attitude taken by your Labour Bureau ?—That I cannot say. My Company has always been opposed to the deduction of the Thathameda tax by the Company.

M-420. *Sir Alexander Murray*: You and the labour union agreed on that point ?—Yes.

M-421. *Mr. Birla*: But on the question of the change over from monthly rates of pay to daily rates, you did not agree ?—The change over was merely a change in accounting; it was not a change in practice as far as the men were concerned.

M-422. But why did they object to that ?—The men apparently considered it as a reduction in status. The idea abroad was that it was more honourable to be posted in the books of the company on a monthly wage than on a daily wage.

M-423. According to you it was a question of *amour propre* ?—Largely. They received actually more pay on the daily rate than on the monthly rate. They had always been paid on the basis of the number of days worked, and it was easier to work out our pay sheets at say Re. 1-2-6 a day than to take a monthly rate, divide it by the number of days in the month, 28, 29, 30 or 31 and multiply it by the days worked.

Mr. Birla: I am afraid I do not agree that the workers could cause trouble simply for sentiments.

M-424. With such a good medical organization, why have you such a high infant mortality ?—(*Mr. Webster*) The answer as given in our memorandum, where an attempt to combine figures for the two fields has been made, is not correct inasmuch as the system of registration of births

and deaths in Singu was not satisfactory. In Khodaung, for the whole of 1929, 125 children were born and the number of children who died under 1 year of age was 31 in the Company's barracks, that is, 248 per thousand. For the 8 months of 1930 the figure for Khodaung is 221 per thousand, for Singu 294 per thousand.

M-425. What is the total amount which you spend after education and other welfare work ?—(*Mr. Hunter*) Our Labour Bureau organization including welfare and education costs the Company about Rs. 16,000 a month.

M-426. I would exclude the cost of maintaining the Labour Bureau. In the welfare work I will include educational institutions, clubs, etc., for recreation and medical arrangements including hospitals, doctors and nurses so far as they concern only your workers, but exclude the cost of medical arrangements for higher officers ; could you give us an idea of the total amount you spend on such welfare work ?—I could get those figures. I may say that the figure I gave just now does not include anything for medical expenses or treatment. The expenses for medical services run roughly to Rs. 20,000 a month, but there will be some difficulty in splitting that up and knowing where to draw the line between labour and, say, the clerical staff and European staff. Another item is that when labour is off sick they receive pay for the first 7 days, and that alone amounts to Rs. 3,000 to Rs. 4,000 a month.

M-427. *Miss Power* : How long has the present policy of the Company with regard to elementry education been in operation ?—(*Mr. Webster*) The first school was opened in October 1925, the second in November 1925, the third in December 1925 and the fourth in the middle of 1926.

M-428. You say that the average daily attendance is nearly 76 per cent. of those on the school rolls. Do you include on the school rolls every child of school-going age ?—No. We have included only those who have actually attended. When a child attends for the first time, his name is entered on the roll. Then if that child is absent from school for a month, his name is struck off the roll.

M-429. Could you give us figures showing what percentage of the children of school-going age in your area is on the school registers ?—I should think it is somewhere about 75 per cent., but that is a guess.

M-430. Are they both Indian and Burman children ?—There are very few Indian children.

M-431. A smaller percentage of the Indian children are reacting to your educational policy ?—Yes.

M-432. Could you by any chance separate those figures for us ?—There would be no difficulty as regards Burmans, but a considerable number of Indians in our employ live in villages, outside our control, and that applies to a certain extent to Burmans also. We have areas in which our schools deal with the children of that area only. As regards Indians, some of them come from somewhat long distances, probably about a mile, others come from quite near, and some live quite near but do not attend. In these circumstances reliable statistics embracing children living in village are unobtainable.

M-433. Is the attendance in the case of Indians and Burmans predominatingly from among the clerical and other skilled classes ?—It is predominatingly from the labourers in both cases.

M-434. Do the children of the clerical workers go elsewhere ?—They are frequently sent to Municipal or Anglo-Vernacular schools.

M-435. Is the curriculum at these schools entirely in the hands of the Company, or does the Government control it ?—It is put up by the Company's school inspector and inspected and approved by the Government inspector who makes frequent visits.

M-436. Do you include hygiene ?—Yes, as a compulsory subject.

M-437. In your memorandum you refer to the fact that wages are paid monthly. Have they always been paid monthly ?—(*Mr. Hunter*) They have always been paid monthly.

M-438. Has there ever been a demand for them to be paid more frequently, say fortnightly ?—Never. The question was once raised, not by the workers, but in a notification that came from the Central Government.

M-439. Have you any reason to believe that the Indian workers, when they first come here, incur an increasing volume of debt until they have been employed for a full month and have drawn full wages ?—That seems unavoidable. But the question has never been raised in an acute form. We have never been approached by the workers themselves on that score.

M-440. The Union has never raised that point at all ?—I would have to look that up, but I think not.

M-441. *Mr. Birla* : Is there any objection to the Company paying wages weekly ?—It would involve a great deal of additional work. Our own view, after making enquiries on this particular point is that the workmen themselves do not desire it.

M-442. I quite see the inconvenience which it may cause to the Company but will it not be more than compensated for by the amount of relief that you could give to the workers—(*Mr. Webster*) The question was put at a meeting of some Burmans about 3 or 4 years ago, and they then expressed a desire for monthly payment, as their finances were arranged on a monthly basis.

M-443. *The Chairman* : Has that question been discussed by the Workers' Council ?—I am under the impression that it arose before the Workers Council was formed.

M-444. It would be open to the Workers Council to discuss it ?—(*Mr. Hunter*) Yes.

M-445. Have you any attachments made by the courts for debts which you are obliged to deduct from the pay of the workers ?—They are frequent.

M-446. Could your pay office give us a statement of the number of attachments ?—Certainly.

M-447. I understand there is a rule of the Company that any workman who has his pay attached is liable to dismissal. Is that so ?—Yes.

M-448. But in spite of that you have a certain number of attachments made by the courts ?—Yes. That regulation was inaugurated mainly in an effort to find a deterrent to people from getting into debt.

M-449. I take it from that that as employers you would like to see the power to attach wages entirely removed ?—Very much so.

M-450. *Miss Power*: In your factories, have the working hours always been 8 ?—In our factories they have always been 8 hours.

M-451. Then you have no information on the subject of the effect of reduced hours on output in your factories—(*Mr. Webster*) No.

M-452. *Mr. Tait*: On the question of the institution of welfare officers and the Labour Bureau, I take it that it would be dependent on the size of the organization and the numerical strength of its staff, and further it would only be justified as a means of relieving executive officers of much of their routine work, such as housing and settling of internal disputes between the various people ?—(*Mr. Hunter*) I think the evidence which is open to any one visiting a neighbourhood such as this, where we have one big organization and other smaller organizations confirms that view. In a smaller organization it is possible for the executive officers, in the ordinary routine of their work to maintain a more personal contact with their men and they can fulfil the objects of a Labour Bureau in a larger organization, because there is more of a family feeling in their concerns, which becomes impossible after an organization outsteps a certain size.

M-453. *Mr. Cliff*: Does that mean that the policy pursued by your Company in relation to the creation of facilities for education, medical relief, etc., and the work of Labour Bureau generally is not the same in form in a smaller organization, although the same policy would be carried through there also ?—So far as is possible.

M-454. You believe in the provision of educational and hospital facilities ?—Certainly.

M-455. *Sir Victor Sassoon*: By the employer ?—That depends.

M-456. *The Chairman*: It is a matter of proportion, I suppose ?—Yes. A parallel case is the provision of police protection. It is a question how far it is the duty of the employers and how far the duty of the local Government to provide it. It is easy to argue that police should be provided out of the taxes paid by the Company; similarly with regard to hospital facilities.

M-457. *Mr. Tait*: While it is the policy of the Burmah Oil Company to open schools and do other welfare work for their employees I take it you do not agree that it is a responsibility on the Company to relieve Government of duties which obviously Government must perform ?—My Company's policy has to some extent been to follow the line of least resistance with the Government. We have tried to induce Government to accept the view that, for instance, the provision of police is a Government responsibility. But Government pleads poverty, and we must have the protection in our own interests, and so the Company pays the piper to a large extent.

M-458. When you were speaking of *durwans*, did you mean the police ?—(*Mr. Webster*) I meant watchmen.

M-459. On the question of minimum wages, you say that you would deprecate legislation or any other means which aim at an arbitrary fixation of rates independent of the natural economic factors which must ultimately control them. I take it you would agree that there are other considerations which must weigh, *viz.*, the cost of living in different provinces and the standard of living in different districts in a Province. For instance, you would not consider that a minimum wage in Yenangaung, where the cost of living is higher than in Syriam, would be an equitable minimum for Syriam ?—(*Mr. Hunter*) That is all included in the economic factors. They would all have to be weighed and considered.

M-460. You refer to economic factors such as the supply of workers available and the employer's ability to pay. You would want to add these factors also ?—Yes. Under the condition of the industry, it is possible to visualize a time when the industry will reach a stage when the scale of remuneration paid to workers at present will be no longer possible. It will be a question of choosing between some lower scale of remuneration to the workers or closing the industry. That is a possibility of the future.

M-461. Even assuming that the industry was in a position to pay a higher scale of wages, nevertheless it would be wrong in principle to fix a minimum generally for India and Burma that would be applicable equally to, say, Madras and Yenangyaung ?—Certainly.

M-462. The average Indian workman in your employment here goes on a holiday for six months in a period of 2 or 3 years. It follows that, compared with the ordinary worker in the United Kingdom, comparatively few of whom are in a position to take six months holiday every 2 or 3 years, the standard of wages here is considerably higher than the standard of wages in England for instance ? —I do not think I am in a position to answer that.

M-463. Was it your experience that the limitation of working hours under the Factories Act was definitely unpopular amongst the workmen, and do you think that any further restriction of hours would be misunderstood and strongly resented ?—It has been our experience that any restriction of hours for the workmen has been unpopular with the workmen themselves.

M-464. *Mr. Clow* : Even if they get the same pay ?—Not if they get the same pay for 8 hours as they get for 10 hours.

M-465. *Mr. Tait* : I think it would have to be assumed that they could not get for 8 hours the same pay as they get for 10 hours. Would it not then entail a hardship to that extent ?—Yes.

M-466. *U Aye Maung* : In regard to training of subordinates you say that several Burmans are now taking on work originally done by Americans, though only in one case has one been found capable of being placed in charge of even a small field. Has any other Burman been tried and found incapable of taking charge of a small oilfield ?—The difficulty there has been to obtain recruits. This is a matter in which I was personally very much involved and interested. In 1925 and 1926, we had considerable negotiations with the Superintendent of the Government High School in Rangoon, with a view to recruiting a better class of educated Burman whom we could train and teach the business of oil drilling from the ground work up. Professor French was up here on more

than one occasion and brought some scholars to show them round the place. At first he was sanguine of success, and he was very keen that we should adopt a scheme of training. The idea was that we should establish a hostel here for these students and have training classes. The matter was gone into very fully and all that remained to take the next step and establish the hostel was to find the necessary students from Rangoon. But after considerable delay, and I believe, considerable tribulation on the part of Mr. French, he had to advise us that he had come to the conclusion that the men that we sought were not available and the whole scheme fell through. We have tried to get men locally, but there is only one man who has gone through the mill as far as the training is concerned, and he is a particularly creditable case. He is the son of a local Twinsa. He had been at school in Mandalay and reached a fairly high standard. He decided, after some interviews with me, to get down to it and learn the business. Matters were made as easy as possible for him by giving him his training in out-fields where he was not known to the Burmans in the neighbourhood. He persevered and qualified as headman on drilling work. For some years he has been in charge of our producing operations on our Minbu field. He is now in these fields, taking a refresher course, to consolidate some of his earlier training. I would only be too glad if I could find more men who would come forward and get down to the mastery of the manual work, which is essential and which all our own Britishers under training have to do.

M-467. *Sir Victor Sassoon*: You want a highly educated man for it?—No. At that time, we wished to put Burmans into some of the higher posts. There were two lines of action. One was to engage and train Burmans of the better class with higher education, and the other was to endeavour to educate the drilling cooly here who eventually becomes more or less expert in the manipulation of the tools on the well. We tried both. Our night classes already referred to were mainly to educate the skilled operator of drilling tools. We have had to admit failure in both cases.

M-468. What is the educational qualification needed?—High school, 9th to 10th standard would probably be sufficient.

M-469. Do you not send any students to the School of Mines?—No.

M-470. *Sir Alexander Murray*: Did not your Company contribute a large sum for establishing an engineering school?—When the new Rangoon University was being built, my Company made a donation of £100,000 for a school of technical engineering.

M-471. Have they not trained any men yet?—There are a certain number of students who go through the college in Rangoon and some have been accepted as apprentices in our refineries in Rangoon. There again the supply is small.

M-472. *U Hla Bu*: Regarding the training of Burmans for more responsible positions in the oilfields, you consulted Mr. French in 1925 and 1926. That was before the establishment of the present University?—Yes.

M-473. Do you know that there are many graduates from the University who are seeking appointments even on Rs. 100 a month?—We have not made further advances to the University authorities since its development has taken place.

M-474. If any Burmese Society were to send down to you some University students for appointment as drillers or to other responsible positions, would you be prepared to engage them on living wages suitable to their standard of education ?—We are prepared to consider the whole question again if it seems likely that a supply of suitable candidates will be available.

M-475. With regard to workmen's compensation, who certifies as to the extent of the injury in cases of accidents ?—The procedure in cases of accidents is that a report is made first of all by the officer in charge on the spot where the accident takes place. The man is examined by our nearest doctor and treated, if necessary, in the hospital. Eventually when he is discharged a report comes from the Principal Medical Officer in the fields who may consult the other doctors that have attended on the man. He assesses the percentage of the man's disability. In some cases the percentage is laid down in the Act, but there are many cases which are not covered exactly and in such cases our own Medical Officer makes his estimate of the amount of disability. Very often it is a matter of extreme difficulty, because the nature of the injury may be such that when a man is discharged from hospital his disability may be, say, 30 per cent. of his effective powers of work but that within a course of time, say, within two or three months, it may be considerably reduced. It is on questions like that that a difference of opinion is possible. We put up the estimate which is given by our own Medical Officer who assesses the amount of disability after allowing for a reasonable period of convalescence.

M-476. Was there any occasion in which there was a difference of opinion between your Medical Officer and the Government Medical Officer in regard to the extent of the injury ?—There has been only one occasion since we adopted the policy of paying compensation on which our own Medical Officer's opinion was not accepted and was the subject of a further inquiry. In that case there was an enquiry by the Commissioner and the Civil Surgeon was called in. His opinion differed from that of our own Medical Officer and the amount of compensation which had been assessed by our Medical Officer was increased when the case was revised.

M-477. You said that in your register there were about 500 men waiting for employment. In view of this large number of unemployed, do you still consider it necessary to keep the register open ?—The names on our register are constantly changing, and we consider it advisable to keep it open in order to give the applicants for employment a fair treatment. We cannot satisfy everybody and we have got to devise a system which will give the fairest possible treatment to the largest number.

M-478. Do you not think that the maintenance of such a register encourages unemployment ? If you do not keep the register open, are not people likely to go away from the fields and seek work elsewhere ?—It depends upon the individual's temperament. It is possible in some cases that the men would wait for the chance of getting employment in our company rather than go elsewhere. If they know that their name is fairly high up in the register they will possibly refuse employment elsewhere. I do not think that unemployment as a whole can be increased by the fact that we register more men than we can employ.

M-479. Instead of keeping the register open for those who seek employment, will it not be convenient from the point of view of the men if you were to call for applications for appointment as and when vacancies occur ?—It will certainly cause inconvenience. There are always these men seeking employment and our system of keeping the register open is to enable them to register themselves for appointment. After they are registered they are classified in reference to their records of work, if any. When a vacancy occurs it is a simple matter to go to the register and select the man.

M-480. But suppose a man who is high up in the register and has a prior claim over others is not present in the morning when the names are called but comes only in the evening, he loses his chance. My point is whether you cannot give notice to such a man if a vacancy occurs ?—(*Mr. Webster*) As far as skilled men are concerned we send for them. But in the case of unskilled men their names are merely called. We can alter the present practice and fix some particular time in which the men should be present. We tried the system at Singu for a short time of engaging men between the hours of 9 and 10 with the object of giving half a day for those men who wanted to go in for stone-breaking and work of that kind if they had a chance.

M-481. I believe you have an intelligence clerk attached to the office of the Labour Superintendent ?—(*Mr. Hunter*) Yes. I think that in nearly all large organizations it has been found necessary or advisable to have some means of obtaining information regarding conditions generally including the workmen. This man has no special powers or protection from the company.

M-482. If the intelligence clerk makes a report, the Labour Superintendent has to act on that report ?—No. May I ask whether the suggestion in the question is that the intelligence clerk brings information against a man and the man is dealt with ?

M-483. It may be against a man or it may be in favour of a man. But is it not a fact that the Labour Superintendent acts on the report of the intelligence clerk ?—Certainly not.

M-484. *U Aye Maung* : Our information is that the intelligence clerk acts as a detective ?—This intelligence officer's duties are mainly concerned with information concerning movements that are going on outside our own workers. But there has not been a single case since we had our Labour Bureau where a man in our own employ has been dismissed or has been dealt with in a disciplinary manner as a result of the information provided by this intelligence officer. I may say that this man moves freely and has no special protection ; he is not unwelcome, as far as I know. He not only moves about freely but he is well known to all the people.

M-485. *The Chairman* : He is what the Government of India call an Information Officer ?—Yes. He attends meetings organized by political agitators and others because it may be that some questions arise which will affect labour generally. He has at times given us information which in due course has been received from official sources. No complaints about our Information Officer have reached me from our own workmen.

M-486. *U Hla Bu* : Can you tell us how often your Workers Council meets ?—(*Mr. Webster*) The original council used to meet monthly, but as

the members saw that there was not much to talk about monthly they considered their meeting together four times a year as sufficient. It used to meet once in every three months more or less regularly, but it could always summon more meetings on the suggestion of individual members, and as a matter of fact this was done once or twice. The new elected Council came into being while I was away, and I have not yet met them.

M-487. It is said in the memorandum that the Labour Superintendent is the president of the Workers Council. I presume the Labour Superintendent decides what proposals should be put forward ?—(*Mr. Hunter*) As I said previously, our Labour Superintendent as President of that Council is there to guide the Council with regard to the manner in which its proposals and recommendations are to be put up to the Company. He is not there to decide matters. The Council itself has a free vote and can give its own decision by vote on proposals which it puts forward. For the information of the Commission I will read the minutes of the meeting of the Workers Council (Burmese section) held on the 10th of September this year. " Mg. Khin of Beme asked if the Company would engage more Burmans in all departments except pooling. Mg. Moe of Yagyipin asked if the Company would carry out more of their construction work. with Burmans and cut out contractors as much as possible. The Labour Superintendent said that it was a question of getting the work done in the cheapest way possible, and it was doubtful if the proposition put forward would work especially in view of the lack of adequate supervision. Mg. Moe asked if at least it could be given a trial."

M-488. *The Chairman* : May we have one of those put in ?—Yes.

M-489. *U Hla Bu* : You say in your memorandum that as at August 31st 1929 housing was provided for 9,205 of your employees or 53 per cent. of the number employed. Will you tell us when you will be able to provide quarters for the remainder ?—The policy of the Company is to provide housing up to the percentage which is likely to be applied for and used by that personnel which they consider to be an economic minimum eventually. What I mean to say is that we have to take into account the fluctuations. We cannot say that we shall have permanent employment always for so many thousand men. There must be a margin, and we can take the eventual minimum to be somewhere in the neighbourhood of, say, 80 per cent. of the current pay roll. Of that 80 per cent. again there will always be a percentage of employees who do not desire Company housing and who prefer to live in villages or in their own houses. Deducting both these quantities the remainder will eventually be provided for. We have had set-backs at times in our housing problem. There was a period when a new village, Ywathitgone, was built and for several months half the houses there stood emty, because the men preferred to live in their villages. We are now watching the situation closely, and as geniune demand for further housing arises it will be met.

M-490. *Mr. Tyabji* : Can you tell us the number of employees under the regulated, non-regulated and exempted establishments ?—We can put those figures in ; we have not got them here.

M-491. Can you not tell us how many accidents took place in regulated establishments, how many in non-regulated and how many in exempted establishments ?—These distinctions are technical distinctions under the Local

Government's regulation, but in practice we make no distinction; we treat them all alike.

M-492. But you know exactly where the accidents have taken place and therefore you can tabulate them very easily under the different headings?—That has already been done in our memorandum.

M-493. The figures given refer to different years. Can you give us the figures for 1929?—Yes.

M-494. I take it that you have several departments which are interested in the manner in which an accident occurs?—In the first place, it is the concern of the department in which it takes place.

M-495. You have an insurance department and a welfare department, is it not?—The insurance department takes no account of the accident at the time. It is purely an accounting department.

M-496. Does your welfare department take any account?—(*Mr. Webster*) The welfare department enquires into the cause of the accident and brings it to the notice of the Agent if it is due to any great carelessness on the part of the workman. If it is a serious accident it is reported to the warden. All accidents are enquired into, and we go on the principle that if a thing falls and hits a man on the shoulder and does not cause any serious injury, the same thing, if it had fallen a foot the other way, might have been fatal; we therefore see how such accidents could be prevented.

M-497. You enquire into the accident, I suppose, with the engineers or the superintendents who are in charge of the particular department in which the accident took place?—Yes.

M-498. Can you give us a note giving the suggestions that were put forward for the prevention in future of, say, a fatal accident?—Yes, we can do that.

M-499. You employ contractors, I think, for the purpose of erecting tanks or dismantling them?—(*Mr. Hunter*) Yes.

M-500. There have been a certain number of accidents in the work of erecting and dismantling tanks, and the accidents, I take it, have been fatal in some cases?—(*Mr. Marr Grieve*) So far as I know there has been only one fatal case.

M-501. What sort of supervision do you exercise over these contractors?—They come under the control of the Chief Engineer of the field or one of his assistant European subordinates.

M-502. If a fatal accident occurs in the process of putting up a tank or dismantling it, what procedure do you adopt to find out as to who is responsible for the accident?—(*Mr. Hunter*) We hold an enquiry just as we would if we had an accident in one of our own departments and endeavour to find out the circumstances of the accident.

M-503. Can you tell us whether in any of the enquiries you have made in connection with these accidents you found that the reason for the accident was due to the negligence on the part of the superior officers in charge of the contract work?—In contract work we have practically no experience of accidents.

M-504. But you said there was one accident ?—(*Mr. Marr Grieve*) One of the clauses in the contract is that the contractor must have on the spot a reliable *maistry*. (*Mr. Hunter*) In all contracts for work of the nature referred to by you there is a clause under which the contractor himself is responsible for any compensation that may have to be paid to his workmen as a result of an accident. What the Company does is this : We have our own staff of engineers who visit the scenes of operation frequently, and it is their duty to see that such precautions as are normally taken by ourselves are taken by the contractor. I think the reason why we have been immune from accidents in contract work is the efficient nature of the supervision which the Company exercises. We have no experience really of these accidents in contract work. There was one case in 1924 when a man was killed in Chauk.

M-505. Is any step taken to find out whether there has been any negligence on the part of any person when a fatal or a very serious accident occurs ?—Yes ; a regular enquiry is instituted for each accident.

M-506. Did the enquiry in any case show that the accident was due to the negligence on the part of your superior officers or superintendents ?—There have been cases in which subordinates and *mistries* have disregarded instructions thereby causing accidents.

M-507. What do you do in such cases ?—Such men are dealt with as the Company considers is adequate to deter them from a repetition of the offence.

M-508. *The Chairman* : You take disciplinary action in accordance with the offence ?—Yes.

M-509. I suppose it may vary from a reprimand to dismissal ?—Yes. We cannot cut out entirely the human element and the liability to make mistakes.

M-510. *Mr. Tyabji* : In your memorandum you say that in cases where large firms like yours insure internally their risks under the Workmen's Compensation Act, there should be no question of insurance outside ?—We consider that there is no need for legislation in the circumstances mentioned.

M-511. Do you not think that if you insure internally with your own firm, the firm may reasonably give a deposit to Government just as the other insurance companies do ?—I do not consider that is necessary.

M-512. *The Chairman* : Would not the employee get more liberal treatment from the Company which does its own insurance than if the case had to be fought with an ordinary outside insurance company ?—He is covered by the Act. Compensation must be paid through the local Commissioner for the Act.

M-513. If a case goes to a court of law, the real defendant is the insurance company where you are insured. Experience shows that the workman gets worse treatment where he is dealing with an insurance company than where he is dealing with the employer direct ?—My own view is that that would be the case here.

M-514. If you put your insurance into the hands of a company, they have their profits and dividends to make, and it is their business to fight for the letter of the law, whereas you can administer the spirit more than the letter. Is that the case ?—Yes.

M-515. *Mr. Tyabji*: Has the number of fatal and permanent disablement accidents been rather heavy in the Yenangyaung fields ?—I think not. It is very difficult to draw a comparison between the work here and work in any other industry. There is no other industry quite like it. Here we are dealing with complicated and heavy machinery and, so far as I am aware, compared with other industries in India, the liability to accidents is probably greater. How our percentage of accidents to workers compares with other industries I do not know.

M-516. It works out at 1·89 per 1000 for fatal and 5·18 per 1000 for permanent disablement. These are taken from the figures under the Workmen's Compensation Act. Your total is not known ?—The total can be deduced from those figures.

M-517. Is there any report published by Government on the oil fields of Burma, giving the statistics of employment and accidents other than those under the Factories or Workmen's Compensation Act ?—I know of none.

M-518. So that, there is no possibility of knowing the number of persons employed in the oil fields or the accidents which take place ?—We are prepared to furnish that information. All serious accidents are reported to the Warden.

M-519. Is it a fact that in your works when a man officiates in a higher grade, you very often do not give him the officiating pay ?—(*Mr. Webster*) In call cases of workers, we do so. (*Mr. Hunter*) In all cases of labour, we do so.

M-520. I am told that in one of your workshops you had a man working on about Rs. 275 a month and another on Rs. 100 a month officiated for him but got only Rs. 100 a month ?—(*Mr. Webster*) The organization of the machine shops is that there is one European per shift with one Burman or Indian supervisor under him. It is possible that in this particular case the European might have gone on leave temporarily, and the man working in his place may have considered that he should have a part of the pay of the European. I do not, however, know of any workman or supervisor in the machine shops getting Rs. 275 a month. (*Mr. Hunter*) In actual practice, if the second man takes the place of the head man, he gets the pay of the particular job.

M-521. Would you agree to the Mahomedan workmen getting 2 hour for prayer every Friday ?

The Chairman : Has it ever been asked for ?—(*Mr. Webster*) It was asked for about two years ago, and put up to the Company at the time. It was not granted. (*Mr. Hunter*) With eight hour shifts, it would be difficult to grant that facility. The men have the remaining 16 hours of the day in which to offer their prayers.

M-522. *Colonel Russell* : In your memorandum you give details of a large medical staff, but you do not give details with regard to the public health control of your Company's area. Who does that ?—(*Dr. Terry*) There is no public health control that I am aware of.

M-523. Who controls conservancy and sanitation ?—Our own doctors.

M-524. The doctors you have engaged in the hospitals ?—Our own medical staff. They have their own organization, and they detail special men for that work.

M-525. Have they got the time to do dispensary and hospital work and public health work in addition ?—They have to make the time.

M-526. Have you got any subordinates like sanitary inspectors employed in your Company's area ?—There are no sanitary inspectors now.

M-527. Has the appointment of sanitary inspectors ever been considered ?—Yes. We had one about a year ago, but he was not satisfactory.

M-528. Then the whole thing is now left to your Medical Officers ?—Yes. (*Mr. Hunter*) We have men working under the supervision of our Medical Officers who do the work usually done by sanitary inspectors.

M-529. What is the general relationship of the Company to a municipality like that of Yenangyaung, where you have a large number of employees working, and what is the relationship of the Company to the district authorities as regards public health administration ? They do not assist you, and you do not associate with them at all ?—(*Dr. Terry*) *No.*

M-530. You are responsible for the health and sanitation of the whole of the area ?—We are not really. We do a certain amount of sanitation work.

M-531. As regards your own area ?—(*Mr. Hunter*) We attend to that ourselves.

M-532. There is no question of the local authorities, either municipal or district board, having any co-operation with the Company in its control of public health ?—I may say there is a difference between this area and the Chauk area. In the Chauk area with which we are concerned, there is the Chauk Town Council, in which we have representation, and our doctors are on that Council. So, for practical purposes, the sanitation and hygiene in the Chauk Town Council area is under the control of our medical officers.

M-533. That has never been attempted in Yenangyaung ?—No.

M-534. Would it be possible, or would it be looked on with favour ?—We cannot tackle Yenangyaung Town.

M-535. Could Mr. Webster give us the figures of infant mortality for the municipality of Yenangyaung ?—(*Mr. Webster*) Chauk was mentioned, not Yenangyaung. For the whole of Chauk, in 1928 the infantile mortality was 712·33 per 1000. In Chauk B. O. C. barracks and quarters in 1930 the figure is 290 odd per thousand.

M-536. I take it that a figure like 712 means really that a great number of births are not being registered ?—Yes.

M-537. *Mr. Cliff*: Was the death rate worse in relation to the municipality ?—Yes. (*Mr. Webster*) The figure for the same period is 340 per 1000. It is from the same Government report.

M-538. Your infantile mortality being about 248 per 1000, has the question of child welfare organization been ever taken up by the Company to try to reduce this high rate ?—The proposal was put forward last year that we should

start some infant welfare organization by engaging a Burmese doctor and Burmese nurses to concentrate on that and the treatment of other diseases. That was just before I went home. I know the treatment of other diseases has been agreed to, but I do not know the position as regards child welfare movement.

M-539. *Colonel Russell* : Has it ever been considered necessary to have a woman medical officer on your medical staff ?—(*Dr. Terry*) No.

M-540. Do you think there would be any work for her to do if there was one appointed ?—I think nurses would be the best.

M-541. Would a nurse be enough to develop work like maternity relief and child welfare ?—I think a nurse should be sufficient. A woman medical officer would not be necessary.

M-542. You say that water is available from stand pipes for 24 hours a day. Going round some of the lines yesterday, we saw that there were a number of water tubs in the houses. If there are stand pipes what is the necessity for water tubs ?—(*Mr. Webster*) Although the pipes run underground, in the hot weather the water coming from the stand pipes is so hot that it is not fit for drinking. The second reason is that it is for fire protection. The quarters are all made of matting, and the men themselves have placed the tubs there. Their excuse is that, in the event of a fire, they would not be able to get sufficient water from the running water tap to extinguish even a small outbreak of fire. Fire services have been put in these barracks, but even a tap of water on the spot is not going to be of much use as the material out of which the barracks are built is very inflammable.

M-543. It may not be so safe from the health point of view ?— From the point of view of the workers, it is going to be very difficult in actual practice to remove them.

M-544. You say there is no industrial disease. Have you had any cases of oil dermatitis among the sick ? (*Dr. Terry*) One or two.

M-545. Could you say how many cases you have had during the last two years ?—No.

M-546. Could you give us approximately the number of cases you have seen ?—Five, during the last 3 years.

M-547. *The Chairman* : In your hospital records you will have information regarding the nature of your cases. Could you send to us the number of cases of oil dermatitis and any other form of industrial disease that you have had for the last 3 years in the oil field ?—Yes.

M-548. *Mr. Cliff* : In your answers to questions by the Chairman, with regard to the attitude and the relationship of the Company to trade unions, you used a phrase something like this : " in dealing with the beginnings of a representative organization ". May I take that to mean that the Company would be sympathetic and would be prepared to treat with the beginnings of a representative organization ?—(*Mr. Hunter*) We have done so.

M-549. Are you still prepared to do so ?—Yes.

M-550. Is it one of the objects of the Workers Councils that they should deal with matters arising out of employment, *viz.*, work under certain terms

and conditions, pay, hours of work and so on ? Can the Workers Councils deal with matters of that kind ?—There is no restriction at all on such matters being discussed by them.

M-551. Matters of that kind are common to all workers. You have apparently formed Workers Councils on a racial basis. Does not that prevent common action and common representation ?—If and when these councils show any desire to work together and it is possible for them to work together satisfactorily, the Company would put no obstacles in the way of their doing so.

M-552. What is the obstacle to start Workers Councils common to both races ?—(*Mr. Webster*) The obstacle is the translation of the proceedings into Ooriya, Telugu, Hindustani, Burmese, and making the people with different languages understand one another.

M-553. You have heard what Mr. Hunter has said, that the Labour Superintendent must be the voice of the workpeople ?—Yes. Actually, we had quite a successful sports meeting last year at which we had a mixed committee of Burmans and Indians, but we had a most harassing time getting things from one side to the other. It would have been very much easier with separate committees for each race.

M-554. That surely adds to the spice of life. Is there no more fundamental objection than that ?—No.

M-555. Is not such a proposal worth considering ?—(*Mr. Hunter*) I think the men's own feelings have to be considered, and we desire them to develop their own councils themselves.

M-556. You stated this morning that your Labour Bureau have been successful. Is it the intention of the Company to extend them to other places ? —We are doing so. At the moment the Assam Oil Company has a Labour Superintendent at Digboi who was trained here, and he has been inaugurating a Bureau there on the same lines as here. At the same time, only yesterday I have received a long letter from the distributing organization of the Company in India putting up schemes for co-operative stores for employees of the Burma Shell Oil Storage and Distributing Company, primarily in Madras and eventually in Calcutta and Bombay. The whole scheme has been put up to us for comment and advice. In April last year, three assistants of the Burma Shell Co., one from Bombay, one from Madras and one from Calcutta came here for 2½ months for training. Their idea also is to inaugurate at their principal centres of employment, organizations run on lines which are basically the same as ours.

M-557. May the Commission take it that your experience of the welfare and medical work is sufficiently satisfactory to justify its extension to the other spheres of activity covered by the Company ?—That is our opinion.

M-558. With regard to employment, down at the Labour Bureau this morning we saw quite a number of people knocking about, and I wondered whether it was not possible for the Company to register a reserve sufficient to meet its requirements. You seem to be registering more men than are necessary to meet your requirements. Could you not register just what is sufficient to meet your requirements ?—As I said before, our policy has been the result of an effort to deal out what we consider to be the fairest treatment

for the largest number, but we are prepared to consider recommendations and ideas.

M-559. I was wondering whether you were not in fact holding out an inducement to the people who would have to wait relatively a long time before they got employment, an inducement which is not fair to them ?—I think the only answer I can give is that ultimately the number of jobs available up here is the same, and although individuals may miss opportunities because they are on our waiting list and may prefer to remain on it rather than accept immediate employment elsewhere, some one else gets the job available, and the ultimate total amount of unemployment is not affected by the fact that we do keep a register open.

M-560. But you are apparently holding a number of people here. Take one case. A man comes up here, because he is frightened by the riots in Rangoon. He is a new man. He has been some time here, and it seems that it would be better in the interest of the Company and in the interest of the man to tell him that there is no opportunity of work here?—They can ascertain when they register what the chances of employment are. If a man who is off the regis er comes on now, he knows fairly well that, in the normal course of events, it would be six months probably before he gets a job.

M-561. Would it not be better to reduce the number, and not register so many men as you are at present registering ?—I think possibly it would, and will consider this aspect further.

M-562. On the question of leave, is it not possible to arrange some system whereby the men whose pay is below Rs. 34 may be given a period of leave so that they can be sure of resuming their old position after return from leave ?—That is a matter which I am prepared to investigate. There are considerable difficulties mainly of organization, but I shall look into them and see to what extent they can be overcome.

M-563. *Mr. Ahmed*. The Honorary Secretary of the Burma Labour Union was examined yesterday and he told us that his union had some correspondence with the management. Will you please enlighten us as to what that is about ?—A letter was received just before the arrival of the Commission asking whether certain specified men could be granted leave of absence from work to enable them to give evidence before the Commission to which we replied in the affirmative.

M-564. Was there no other correspondence between you and the Union ?—(*Mr. Webster*) We have had correspondence with the Labour Union at different times going back to November 1922, and we cannot tell you at the moment all the answers that were sent to their letters.

M-565. Your present attitude towards the Labour Union is one of sympathy I take it ?—(*Mr. Hunter*) We are prepared to deal with them sympathetically and to co-operate with them always subject to the proviso that we must be satisfied that the Labour Union is representative of labour.

M-566. You mean that it should not be mingled up with politics ?—We have an instance here where a man comes forward and says that he is the

secretary of a Labour Union, but there is no evidence to show that there has been any meeting of any section of labour at which he was appointed secretary.

M-567. In view of the fact that one of those who appeared before us as representing the Labour Union is a member of your Workers Council, I hope you will have no objection to consider the grievances put forward by the Union ?—I would only deal with each case as it came up, and I do not admit that because one member of the Workers Council may have been present that that is any evidence that the Labour Union is representative of local labour.

M-568. You are not willing to recognize this Union even if it was recognized by the All-India Trade Union Congress ?—I have already said that if we get a properly constituted and representative Labour union locally we are prepared to recognize it.

M-569. Are you not prepared to give recognition to the Union even though the All-India Trade Union Congress recognizes it ?—I would require to be satisfied that the All-India Trade Union Congress was a properly constituted body.

M-570. Take it from me that the Government recognize the All-India Trade Union Congress ?—If the Government recognize it then we would also recognize it.

M-571. My friend Mr. Tyabji raised the question of giving Muhammadan employees 2 hours off on Fridays for prayers. You might be aware that even in the Indian Legislature and the Provincial Legislatures about 1½ hours are given for this purpose. Can you not follow a similar practice here ?—I fear that such action might possibly prejudice the chances of the members of that particular religion for employment with the Company.

M-572. You have said in your memorandum that you give them a certain number of holidays. Supposing the Muhammadan workers say that in lieu of the two hours they will be taking on Fridays they are prepared to forego a corresponding number of holidays, will you be prepared to grant them this concession ?—If our workmen themselves would agree to that I would personally have no objection.

M-573. On an average your unskilled labourer gets Rs. 27 a months I understand that the cost of living in these parts is slightly higher than it is in India and that it costs about Rs. 15 to 20 for his food expenses here ?—There are messes in the barracks, and in some of them it is as low as Rs. 7 a month.

M-574. Is it not a fact that because he does not get a living wage he is compelled to join such messes where more than 40 or 50 men huddle together ?—That is his own arrangement, and we find in this huddling together in messes there are men who are earning Rs. 27 a month and also men who are drawing Rs. 50 or 60. That is what he likes and he considers it adequate for himself.

M-575. *The Chairman*: And thereby he is able to send more money to his country ?—Yes. The cost of the mess for a man comes to anything between Rs. 7 and 12.

M-576. *Mr. Ahmed*: I hope you will agree with me that it is because of his indebtedness he has to live in such a poor way ?—No. I would refer you to the Government statistics which have just been published.

M-577. *Sir Victor Sassoon*: You mentioned that you have some workers working 10 hours a day. Is it not a fact that outside your firm there are men working even 12 hours a day in this field ?—I really do not know that.

M-578. Do you give compensation even to those classes of men who do not come under the Workmen's Compensation Act ?—We have always done that.

M-579. *The Chairman*: We were told by the Labour Union representatives yesterday that the charge for rice was Rs. 15 in the profit sharing shop, while it was only Rs. 13 in the bazaar ?—(*Mr. Webster*) I cannot say to which months it referred, but I do not think it is true. So much depends upon the quality of the rice. You can have a certain class of rice selling at Rs. 15 in the bazaar, a certain class at Rs. 13 or Rs. 12 and so on. There are many kinds of rice, and I do not know which class of rice in the profit sharing stores was compared with that in the bazaar.

M-580. I take it that your turn-over of rice is a large one ?—Our turn-over is about 3,000 bags a month, or 300 tons.

M-581. Therefore they will not come and buy in the stores unless they consider that either the price or the quality is to their advantage ?—Every man is a free agent in the matter. The only difference between the profit sharing stores and the bazaar is that the profit sharing stores sells on credit against a man's pay. He has a coupon book and in that he writes that he wants so much stores—it may be rice, may be kerosene oil, clothes or other commodities. He can buy up to the limit of the wages due to him.

M-582. All the profit made is shared out; is that in proportion to the purchases made by individuals or in proportion to the number of members ?—It is shared out in proportion to the purchases. Supposing a man purchases 200 Rs. worth of goods in a year and the profit sharing stores declares a dividend of 10 per cent., that man will receive Rs. 20 as his share of the profit.

M-583. Therefore whatever you charge above the cost price it comes back to him in proportion to his purchases ?—Actually more, because the Company supplies kerosene oil to the stores at a concession rate which is below the market rate and the stores sells it at the market rate.

M-584. What happens to a member of the profit sharing stores in case of his return to his country and there is a balance to his credit ?—He invariably authorizes somebody in the field to draw the amount on his behalf. In some cases he writes to us to send the amount of his dividend to his address in his country, which is done.

M-585. These members really have some pretty close knowledge of the principles of co-operation. They know that they have to claim dividends ?—Yes. There is very little left unclaimed.

(The witnesses withdrew.)

Mr. E. G. PATTLE, I.C.S., Warden, Burma Oil Fields, Yenangyaung.

M-586. *The Chairman*: What is the area of your jurisdiction ?—The jurisdiction under the Oil Fields Act extends to the Yenanma and Padaukpin

oilfields which are very small areas; it extends to the Minbu oilfield which is above and below Minbu town and is several miles long; to the Yenangyat oilfield which is also rather a large area, the Chauk oilfield which contains the whole of the Sale township, and the area over the river known as Lanywa, to the Yenangyaung oilfield which consists of the whole of the area which the Commission has seen, and extends as far as certain villages which are a few miles out.

M-587. Act No. 1 of 1918 appears to give you very great powers as Warden. Are there many occasions on which you have to exercise these powers ?—I am not sure whether any order has been issued under sub-section (*a*) of Section 12-A concerning *dahs*, bludgeons and loaded sticks and as far as I can discover, from enquiries in my office, no order has been issued under (*b*). I personally have never had occasion to use Section 12 (A) (*a*).

M-588. You have powers to exclude persons from the oilfields area ?—Yes.

M-589. Is that a power that is often used ?—As far as I can ascertain, in 1927 three orders were passed, in 1928 none, in 1929 two by the Assistant Warden at Chauk. Those were orders of exclusion under Rule 68. There is one other order not included in that list; I am not sure if it was passed in 1929 or 1930; it was passed by the Assistant Warden.

M-590. For what kind of reasons were those orders of exclusion issued ?—I cannot say as to those in 1927; it is quite possible that those orders are no longer in force; there were one or two rather petty cases. As to the two in 1929, to the best of my recollection, the Assistant Warden ejected two persons who were inciting people living within the notified area of Chauk Town—and inciting them with some success—to refuse payment of the local taxes imposed by the Town Committee with the authority of the Local Government. The later order to which I referred was passed against one of those two men. Both those men I think appealed to the Commissioner, Magwe Division, who is the appellate authority; and if I remember rightly—I have no copies of the orders here—the Commissioner indicated that the Assistant Warden might let them come back. He did not set aside the order. I could verify that later on. This man went to the Assistant Warden, and the Assistant Warden warned him by an order in writing saying that he could come back but if at any future time there was any indication that he was engaged in similar activities he would again expel him. Later on he did expel him. I have no copy of the order of expulsion here, but I am informed that it was actually read out in the Legislative Council. I do not know whether the warning issued by the Assistant Warden to this man previously was also so read out, because I have no copy of the proceedings.

M-591. Presumably an agitation against the payment of taxes was a political matter ?—Yes.

M-592. Have you during your time of office used these powers in any industrial labour questions ?—I myself have never passed such an order; I have been here for 9 months in 1927-28 and since the beginning of 1929; I was also here during 1918 and the beginning of 1919, but at that time the power, although it existed, existed in a very wide form under the Defence of India Petroleum Rules which were made under the Defence of India Act. I do not think

I myself issued such an order, but several had been issued before I came here; several men were removed from the oilfield altogether; but that was not an industrial matter at all.

M-593. Are you aware that any of your Assistant Wardens have used these powers in labour or industrial matters?—No; the only three orders passed by the Assistant Warden all related to the no-tax campaign in Chauk.

M-594. *Mr. Cliff*: I take it that you as Warden have power to countermand an order of an Assistant?—No, the Assistant Warden has exactly the same legal powers as the Warden. An appeal must go to the Commissioner, Magwe Division.

M-595. *The Chairman*: What is your relation with the municipal governments in your areas?—My relation with the Yenangyaung Municipal Committee is officially none. Under the Burma Municipal Act I think the Commissioner and Deputy Commissioner of the Division have certain powers. It is the usual practice, and it is certainly the practice in this Division so far as I am aware, that the Commissioner exercises these powers conferred by the Municipal Act or the Rural Self-Government Act of controlling local bodies. The Warden has no official relation with local bodies except in so far as he is connected with the municipality by reason of his being Chairman of the Yenangyaung Hospital Committee.

M-596. Then do your position and your powers really relate to the multiplicity of technical questions that are constantly arising in the development of an oilfield where there are three or more competing producers?—Yes, those are the essential functions of the Warden, and if it were not necessary to exercise those functions, probably the Warden would not exist at all.

M-597. The purpose of this Act and these powers is to see that the oilfield is developed in a manner which, while doing justice to prospectors and developers, is consistent with the interests of Burma as a whole?—Perhaps that puts it a little too widely. The main function in this field is to see that bad work does not damage the oil sands which are originally the property of Government but are being exploited, either under grants or leases, by companies.

M-598. That is what I meant really: for the protection of the national property when that property is leased out to various interests?—That is quite correct.

M-599. *Colonel Russell*:—You are the President of the Yenangyaung Municipal Hospital?—The Yenangyaung Hospital Committee.

M-600. Is that an administrative Committee or an advisory committee?—I think it can be correctly described as an administrative committee. It passes all bills; it decides on all expenditure other than the salary of the sub-assistant surgeon, who is a Government servant, and is paid by Government. It appoints all servants of the hospital other than the sub-assistant surgeon.

M-601. So it is not really a municipal hospital at all?—I think that requires further explanation. The committee is formed under the Hospital Finance Scheme of which the details may be found in a Resolution of Government dated 1922. That Resolution provides that in the case of hospitals situated

in municipalities there shall be a hospital committee composed of a certain number of members of the municipal committee elected by that committee, a certain number of members of the district council elected by that council, one or more Government officers appointed by the Commissioner of the Division, and a certain number of representatives of the general public also appointed by the Commissioner of the Division.

M-602. *The Chairman* : Is your position *ex officio*, or are you appointed by the Commissioner ?—I have been appointed by the Commissioner both as a member and as President of the hospital committee ; it is the custom to appoint usually the most senior Government officer in the place.

M-603. *Colonel Russell* : This hospital which is used to a very considerable extent by the employees of the oilfields is financed by the Municipality, the District Council, Government and also by donations, I understand ?—That is so ; the financing of this hospital has been the subject of correspondence more than once and the latest orders, which I only received a few days ago, have fixed the contribution for the next triennium of Government, District Council, Municipal Committee and two oil companies. That I may say depends on the goodwill of the oil companies.

M-604. Do the donations to be given by the oil companies find a place in the Government order ?—The Government order must contain the exact way in which the total of Rs. 15,602, which is the basic cost of the hospital as calculated at the beginning of this scheme, is to be obtained. The actual orders of Government relating to the maintenance of the hospital for the next triennium which have just come give the following annual figures : total cost Rs. 15,602 ; Government Rs. 3,055 ; Magwe District Council Rs. 5,971 ; Municipal Committee Rs. 4,632 ; British Burma Petroleum Company Rs. 1,111 ; Indo-Burma Petroleum Company Rs. 833.

M-605. *The Chairman* : Those are companies that do not maintain hospitals of their own ?—That is so. These figures are based on certain statistics of patients which have been collected. In addition to that there are donations or subscriptions of various people in the station, and various small firms pay. We have a subscription book. The Burmah Oil Company has promised Rs. 2,000 a year, not on the ground that it has a direct obligation, because it itself provides for all its employees, but because the hospital is a useful local institution.

M-606. *Colonel Russell* : This hospital is a necessity to the municipality ?—It is.

M-607. If it were not there, there would be no medical facilities at all ?—That is so ; every municipal town in Burma has a hospital and it certainly should have one.

M-608. What does the Municipal Committee do in connection with the health control of its own municipal area ?—I am not familiar with the details or with the criticisms passed by the Commissioner and the Director of Public Health ; but it is the duty of a Municipal Committee under the Municipal Act to maintain the public health ; it organizes day and night conservancy ; it has a sanitary inspector, I believe, in charge of those ; it has only recently, after many years, a piped water supply, the pipes of which

you will see in the roads. Under the orders of Government the senior Government medical officer in any town is *ex officio* health officer of the municipality unless that municipality has appointed a health officer of its own; but that appointment does not give him any executive control over the activities of the committee or its staff. This municipality has not placed the conservancy staff under the orders of the sub-assistant surgeon, who in my opinion, if he had control, would probably very greatly increase the efficiency of both day and night conservancy.

M-609. Is it the fact that the only remuneration that this senior medical officer gets as health officer of the municipality is Rs. 15 a month in order that he may go round to report causes of death, as a sort of travelling or conveyance allowance ?—I think the Rs. 15 is probably paid to him for the purpose of supervising the registration of deaths. I think allowances of that kind have been permitted to sub-assistant surgeons, but as he is *ex officio* Health Officer, I think I am correct in stating that the Municipal Committee could not pay him any sum of money for performing the duties of Health Officer. He is a Government servant and he *is ex officio* Health Officer; it is part of his duty.

M-610. *The Chairman*: The point is that between the municipality and the rest of the area there is not any co-ordination in sanitation ?—I am not certain whether the District Council has a Health Officer of its own; but if it has, the district is a vast area. I believe the District Council does a little in the way of sanitating the oilfield villages. If anything was to be done with them, they would require very much more drastic treatment than they have received. As regards co-ordination with the Burmah Oil Company's staff, I think the Commission were informed that there is none; but I hope that is not true. I arranged some time ago for all reports of epidemic disease that come to me to be sent to the Field Medical Officer and expect that is done. It is of great use to them, for instance, to know there is a case of cholera in the town.

M-611. *Colonel Russell*: You said that this medical officer of Government who is *ex officio* health officer, has to do supervision of registration of births and deaths. The figures that are available for Yenangyaung show, I think, that registration of births is not being done properly because your infantile mortality figure is an enormously high one ?—I am not sufficiently familiar with the actual facts to express an opinion on that; it depends on the efficiency of the registrars who are appointed, and what inducements are given them by the municipality to perform their work properly.

M-612. Is not this area sufficiently important to have a separate health officer for the Yenangyaung Municipality ?—The whole question is bound up with Local Government administration. At present we have the municipality which begins a little way along this road and ends before you get to the Finger Print Bureau, and we have these outside areas which are village tracts. They form part of a circle under a circle board, which circle extends down the river 10 or 15 miles and which forms part of the district under the control of the District Council.

M-613. Would it not be a great advantage to have an officer with public health qualifications to supervise the whole of public health work here and

paid for by contributions from the different bodies ?—It might be possible to arrange that way ; personally I would prefer a unified administration. But the question was gone into in and after 1919 and for reasons which were perfectly sound at the time the proposal was negatived. I think that since then things have not changed. The matter has been considered more than once.

M-614. *The Chairman* : Are we not taking you a little out of your province ?—Yes, you are taking me a little out of my legal province, but sometimes all sorts of things come to me and I have to deal with them whatever my legal position may be.

M-615. *Mr. Ahmed* : The trade unionists suggested yesterday that the Government officers here did not help them in any way but always sided with the employers. Is it not part of your duty to help the workers to make representations in regard to their grievances ?—I am not aware of what the trade unionists said. The Secretary of the Labour Union here saw me and expressed his desire to give evidence before the Labour Commission. As the Senior Government Officer here I naturally assisted any one who wished to communicate with the Labour Commission.

Is it not part of your duties to help the workers in making representations before their employers ?

The Chairman : It is not his duty.

The Witness : If any individual had any complaint which could be dealt with under my powers I would naturally deal with it. If I considered that it was a case for a criminal or civil court I would tell him to go there. If it was a case of a man having a grievance against the person employing him I would tell him that it was no business of mine to assist him in making representations to his employers.

M-616. *Mr. Cliff* : You said that your jurisdiction extended over certain village tracts and the Municipality in addition to the oilfields. If you passed an order excluding certain people from the oilfields would that order apply to those villages and the Municipality ?—I can exclude them from any part of the oilfields. Orders have been passed in the past excluding certain persons from the fenced area of the oilfields. But generally by " oilfields " I do not mean only places where oil is produced. The area of my jurisdiction is described in the manual and it includes one or two village tracts also.

M-617. When there was a strike in 1923 and again in 1926 were these powers under section 12-A exercised in any way that would prevent the people who were on strike from meeting together and making representations to the employers ?—It looks as if section 12-A did not exist in 1923 or 1926.

M-618. Could not that section as it exists now be used to prevent the legitimate activities of workmen ? It looks to me as if it could be exercised so as to absolutely break a strike ?—The section enables the warden to prohibit such things as the carrying of certain weapons, collection of missiles, public exhibition of corpses or effigies, delivery of harangues, use of gestures or representation and other things which may be of a nature to outrage

morality or decency or probably inflame religious animosity or hostility between different classes. I have no personal experience of strikes and I cannot say whether these powers could be used in that way or not.

M-619. *The Chairman*: I think there is no question that these powers could be used so as to prevent a legitimate meeting of workmen to talk over their grievances and present them to their employers. Anyhow you have never used them in that way and never intend to use them ?—No.

M-620. *Mr. Cliff*: It appears to me that these powers could be exercised in that way and I only want to know whether the witness agrees. I understand that he does not. The exact meaning of this section may be a subject for legal exposition ?—As I said before, I have no experience of strikes; and the only words which seem to relate to a strike as distinct from other kinds of dispute which may cause a disturbance are those which refer to the promotion of "hostility between different classes". It appears to me that it gives power to prohibit the delivery of harangues which might promote hostility between the employers and the workmen. But I cannot say that a peaceful meeting will be prohibited.

M-621. Do you not consider that the taking of finger prints is no longer necessary ?—I think it is necessary to explain the origin of the system. About 1916, there was an epidemic of incendiarism in this field. For many years the oil companies here had not been satisfied with the police protection given on the field. Various methods of improvement were discussed and it was finally decided to adopt a system whereby it would be possible to restrict entrance to the field to persons who had something in the nature of a permit so as to protect the field against the criminal activities of certain persons. A fence was then put round the then drilled area. A Finger Print Bureau was instituted. Every employee on the field had his finger print taken and a pass issued to him. A pass can be refused by the Warden. If any man has been found to have had a previous conviction his case comes through the Sub-divisional Police Officer to the Warden who decides whether a pass should be refused or not. Since that time I understand that the finger print system has been found to be of great use by the Burmah Oil Company for keeping a record of the services of their men. Although there are certain difficulties in its working which do not affect labour particularly, until there was some general move for its abolition I think it should stay.

M-622. *The Chairman*: What was the motive of the incendiarism ?—I was not here at the time; I have only heard casual statements from my predecessor. The motive may have been mere mischief. It may have been definitely political. All I know is that there was a serious situation demanding action on the part of Government, if the industry was to be carried on.

M-623. *Mr. Cliff*: I understand there was a situation which required drastic steps. But is there a necessity for it still ?—I would myself like to continue the system and make it more efficient. One difficulty is that the field has outgrown the fence and it would be very costly to extend it all round. A proposal has been made to substitute for the fence a sort of prohibited area which could be demarcated partly by fences and partly by posters and public notices. I should not like to discuss the matter now as

it is still with the Government. Anyhow I should like to see that undesirable persons were definitely kept out of the oilfields.

M-624. It is not because an offence has been committed but because of a fear of an offence being committed ?—Yes. For instance the question of theft on the oilfields is a very serious one now. Every kind of material is stolen inspite of the vigilance of the police and the value of things lost amounts to a good deal every year. For this reason alone it is desirable to keep out undesirable persons. To fence the whole field now would be a very costly thing for the oil companies. As regards fear of offences being committed, I think it is true to say that every strike has been accompanied by an outbreak of incendiarism. Rigs are burnt down. Quite apart from the losses to the Companies caused by the burning down of the rigs and the consequent loss of production till the rigs are re-erected, the Government and the royalty receivers have to lose a considerable income. Moreover, if many rigs were burnt down and wells set fire to and the industry was disorganised, the wells producing water could not be pumped and the valuable oil sands would be flooded with water and damaged considerably. It is a very serious problem, now that the oil sands are old and much depleted. The oil sands are the property of Government and as Warden I have to see that the water is pumped out and the sands kept in good order. The finger-print bureau is part of a system of protection given to the oilfields and the scheme should be considered as a whole.

M-625. *Mr. Tyabji*: Besides your duties as Warden have you any work in connection with the Factory Act ?—The Warden and the Assistant. Warden are additional or assistant Inspectors of Factories under the Factories Act.

M-626. Do you deal with workmen's compensation ?—I am Commissioner for Workmen's Compensation for this area and the Assistant Warden is Commissioner for the Sale Township.

M-627. When a fatal or serious accident occurs what do you do under the Factories Act ?—In the case of a fatal accident, whatever Act it may fall under I invariably hold an inquest under the Criminal Procedure Code. As regards serious accidents I may or may not take any action. The duties of non-professional Factory Inspectors who are usually the District Magistrates, are laid down in a circular. Usually the Factory Inspector visits the factory and requires that certain things should be done and I visit the factory a month or two afterwards to see that the Factory Inspector's orders have been carried out. I invariably accompany the Factory Inspector to understand what he wants to be done.

M-628. I understand that a certain portion of the oilfields does not come under the Factories Act at all ?—There is a definition of " factory " in the Factories Act, that there must be power machinery and 20 workers employed. Here there are quite a number of small places, such as gas pump stations and so forth, in which there is machinery which may require a fence or something like that but in which less than 20 people are employed ; they are not factories. Then you have the whole of the general activity of the oilfield, both on the rig and outside it, which has nothing to do with the Factories Act.

M-629. So that you would have nothing to do with any accidents arising at oil wells or on the oilfields ?—In my capacity as an additional Inspector of Factories I should have nothing to do with it, but in my capacity as Warden I might have a lot to do with it. Accidents may be caused by conflagrations of inflammable oils and substances ; there is a circular in the Petroleum Manual which prescribes that any serious accidents of that kind shall be reported to Government. The custom is to hold an enquiry and send up a report. If it is a bad case, the Chief Inspector of Explosives is wired for and he comes. If death is caused there is an inquest. Then there is the Electricity Act ; there is here a power station and an enormous amount of electrical energy is consumed. Occasionally a man is electrocuted. The rules prescribe reports in such cases. I have only myself had one case, in which I held an inquiry. Then there are accidents in factories ; in fatal cases an inquest is held ; in the case of other serious accidents an enquiry may or may not be held ; it is a matter of discretion. There are also a very large number of extremely petty accidents. That matter was discussed with the Chief Inspector of Factories and he decided in the case of the Burmah Oil Company to ask for a monthly list of accidents. Many of them are of the pettiest possible description and it is really a question whether they should be reported at all. The difficulty is of getting a definition. ' Outside those three Acts there is the whole activity of the oilfield. There are small establishments of the same nature as factories, but employing less than 20 men ; an accident in one of them would be dealt with as an accident on the oilfield. Rule 67 covers the point, but the expression " serious bodily injury " used in that rule is rather a vague term.

M-630. *Sir Victor Sassoon* : Is the Warden empowered to insist on extra guards or apparatus to prevent such accidents, if he so thinks fit ?—The only two rules prescribing what may be called safety appliances are 29*b* and 45*a*. If I thought it necessary to expand them, I would discuss it with the companies and so forth and would then send up a recommendation to the Financial Commissioner. I think these two rules are all that is necessary, but if I thought further rules were necessary, I would send up recommendations.

M-631. *Mr. Clow* : If there were a fresh type of machinery on which you thought a guard was necessary you would have to get a special order ; you could not do it yourself ?—That is so.

M-632. *Mr. Tyabji* : Is there any Government publication giving the number of men employed and the number of accidents on the oilfields ?—There is no report giving the number of accidents ; it would be very difficult to give such a report, because one has to decide what an accident is. The Burmah Oil Company meticulously report the slightest accident in their factories, but I cannot see any use in having petty accidents reported and tabulated.

M-633. *Mr. Clow* : Both the Factories Act and the Mines Act prescribe which injuries shall be reported ?—Yes, but these oilfields are not under the Mines Act.

M-634. *Mr. Tait* : In view of the fact that incendiarism has characterised every strike in the oilfields and the almost certainty that further incendiarism would be attempted in any strike in the future, do not you think that your powers of expulsion are very necessary ?—I would prefer not to express an

opinion because the question was recently debated in the Legislative Council and the Members of Government definitely stated the policy of Government.

M-635. *U Aye Maung*: While the area of the oil wells is fenced, would it not be possible to take the Yenangyaung town proper out of that notified area ?—The effect of that in practice would be that the powers of exclusion, and the powers under Sections 12 and 12A, which relates to property suspected to be stolen, would no longer apply in Yenangyaung town. As the limits of the oil-field were decided by Government some time ago, and as Government has already declared its policy recently, I would prefer also to give no answer to that.

M-636. *Mr. Clow*: Section 12A is merely a verbatim copy, is it not, of the law in Rangoon, if you look at Section 4 of Burma Act IV of 1899 ?—It appears to be a verbatim copy of a section of that Act which has been in force in Rangoon since 1911.

M-637. I take it that if the appellate authority considered that the measure was not necessary for the preservation of the public peace and safety, that authority would be justified in setting aside the order ?—If he considered it was not necessary, it would be his duty to set aside the order.

M-638. In other words, your powers only begin when there is a reasonable apprehension of violence or danger to public safety ?—Clearly.

M-639. Except in so far as an order under this Section can be made without duration of time, it does not differ essentially in principle from Section 144 of the Criminal Procedure Code ?—As far as I know it does not.

M-649. The Workmen's Compensation Act is only applicable to certain classes of workers on the oilfields ?—Yes.

M-641. What percentage is covered by the Act ?—I think about half.

M-642. Does it cover most of the hazardous occupations ?—I would not like to answer that question in the affirmative. It applies to practically all work in a rig or derrick; it does not apply to work outside and accidents certainly do occur in other kinds of work.

M-643. Do you see any practical difficulty in extending the Act to all those who are employed in oil winning operations ?—The only practical difficulty might be in the exact wording. Personally I am strongly in favour of making it compulsory. I would apply it to all persons employed in or in connection with the winning of any mineral from the earth. I do not see why any mineral should be excluded. The Burmah Oil Company have paid this compensation to everybody for years and I understand the other Companies do as well, irrespective of whether they are covered by the Act or not.

M-644. Are the provisions of the Act well-known to the workers here ?—As far as I am aware, they are well-known.

M-645. There has been some difficulty about the posting up of vernacular notices ?—Yes. These notices were drafted in Rangoon and I was asked whether I would be so good as to assist in seeing that the notices were affixed in establishments in the oilfields coming under the Workmen's Compensation Act. I agreed to do so. After some time the notices arrived and I sent them

out. Then Mr. Hunter's predecessor spoke to me about this and afterwards wrote, pointing out that the notice gave the impression that the Act referred to all workmen, and though the Company were in the habit of paying compensation to all their workmen,they thought it undersirable to produce the impression on the minds of the oil field labourers that this was a payment which the Company were compelled by law to make and not a pure Act of kindness. That matter was then referred back and was the subject of correspondence. I fully agree with the Burmah Oil Company ; in fact I think the notice requires drastic alteration. The Act is a very complicated one ; questions arise as to whether a bridge is so many feet long or a house so many feet high. I think it would be better to tell the workmen that they are probably entitled to compensation and had better go and see the Warden if they are not sure. I think that is better than telling a man he can order a copy of the rules from the Government Press where it is very likely out of stock for three months. I think clear notices printed in Burmese are useful, because most Burmans understand them ; I am not certain as to the literacy of Ooriyas and Telugus. There should be an invariable right to compensation in my opinion ; there is no reason why a workman should get compensation if he breaks his leg on a bridge of a certain length and should not get it if the bridge is of another length. I think all exceptions require strong justification.

M-646. Have you any suggestions to make as to the existing exceptions, for instance, in the case drunkenness ?—No.

M-647. *Sir Alexander Murray* : Have you ever found it necessary to issue an order prohibiting the carrying of *dahs* ?—I myself have never issued an order of that kind ; I have never considered it.

M-648. At what stage are you as Warden entitled to call on the police ?—Warden has no authority over the police whatever, but the officer who is the Warden is also a magistrate ; he is known as the first additional magistrate, Yenangyaung, and magistrates have certain powers and duties under the Criminal Procedure Code.

M-649. If you issued one of these prohibition orders, what would be the next step ; at what stage are you entitled to call on the police ?—If I issued an order, the police would probably be one of the parties who had instigated me to issue the order, and I should certainly expect them to take steps to enforce it.

M-650. Have you an advisory board ?—Yes.

M-651. How often do you call that board together ?—The Yenangyaung advisory board meets regularly on every Thursday morning at 7 A.M. and at such other times as may be necessary. It discusses matters almost all of which may be described as subterranean, that is, things which have to be done below the surface of the ground.

M-652. *Mr. Tyabji* : *Dahs* in this district are more or less for household use, are not they ?—I am afraid that is rather hard to say ; I have seen many people carrying *dahs* which did not appear to be well adapted for household purposes. Everybody in Burma possesses a *dah* of some kind.

(The witness withdrew.)

BURMA.

Fourth Meeting.

ON THE IRRAWADDY FLOTILLA COMPANY'S P. S. "TAPING" ON THE RIVER IRRAWADDY PROCEEDING FROM YENANGYAUNG TO PROME.

Wednesday, 29th October 1930.

PRESENT:

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir ALEXANDER MURRAY, KT., C.B.E. | Mr. JOHN CLIFF.

Mr. A. G. CLOW, C.I.E., I.C.S. | Mr. KABIR-UD-DIN AHMED, Bar-at-Law.

Mr. J. TAIT. } *Assistant Commissioners.*
Mr. S. A. S. TYABJI. }

Mr. S. LALL, I.C.S. } *Joint Secretaries.*
Mr. A. DIBDIN. }

Statement by IBADUL HUK, a seaman on *P.S.* "*Taping*".

M-653. I come from Chittagong City. I have been a seaman 12 years; I was first engaged at Rangoon; a serang brought me to Rangoon. I myself paid the fare to Rangoon, which was Rs. 16. I brought that Rs. 16 from my home; it was my own money; I borrowed it from a mahajan (moneylender) in Chittagong.

M-654. I am married. Since I was first recruited I have made the outward journey from my own country three times. I am paid Rs. 25-8-0 a month. When I am at Rangoon I live in the house of a man of my village; I pay him Re. 1-8-0 for living there. The Company has no quarters there.

M-655. When I was recruited I did not give the serang anything for my appointment. My wages are paid into my own hand by the serang who receives the money from the Captain. The serang deducts Rs. 6 a month as the cost of my subsistence.

M-656. I am in debt to the extent of Rs. 150; I incurred that debt for my marriage. I had a child which died. My wife lives in Chittagong; I send her Rs. 12 to Rs. 15 a month. I wear my own clothes; I am not given any clothing allowance. (Mr. Tyabji said that of the wages of Rs. 25-8-0, Re. 1-8-0 was for clothing).

M-657. My master is the serang. I have periods of unemployment; before coming on this boat I was unemployed for 6 or 7 months; the serang for whom I work got employment, but I could not come to the serang and so I did not get employment.

M-658. When they were short of men they took me on; I came previously when there were plenty of men and I did not get work. During the

12 years I have been a seaman I have worked for 6 or 7 serangs. My first steamer was the *Japan* on which I served for three years ; I then went home for 2½ years.

M-659. I stayed at home so long because there was no one else in the house. While I was at home I was cultivating my own lands. When I came back I next served on the *Prome* on which I stayed two years. I then went home for 1½ years.

M-660. When I came back I was idle for 6 months and I lived in that same lodging place of which I have spoken. Then I again got employment on *P.S. Prome* steamer on which I remained 8 months. After that I came on this boat.

M-661. I was continuously employed during the time I was on *P. S. Prome* and this steamer. When the Captain of *P. S. Prome* was changed, the whole crew went out and then I came here. This is not the same Captain as on the *P. S. Prome.*

M-662. The crew that was on this ship before I came here moved out when there was a change of Captain. The serang who was with me on *P. S. Prome* did not come to this ship with me. When I was on *P. S. Japan* I got the same pay as now ; for three years I got Rs. 25-8-0 throughout.

M-663. I am paid each month ; I get my wages for this month on the 7th or 8th of next month. I do not think it is my fate ever to become a serang. There is an examination for the post of serang ; I have not passed it.

M-664. I do not serve on the inland river steamers of Bengal because my people came here and I came with them. I served in Calcutta before I came to *P. S. Prome* ; I then got Rs. 14 a month.

M-665. If I have any grievance I can go up to the sahib quite freely. I have not in fact spoken to the sahib. I do not get any service book.

M-666. I have grievances ; I am over-worked ; I start at 6 A. M. ; then I get an hour for a meal ; I come back from my meal at 9 and then work till 5. After 5 there is no work but I am on call.

M-667. I am not paid while the ship is laid up,—I am paid off. I have no seaman's trade union ; there is a movement to form a union and they have taken the names of those who are willing to join ; 8 or 9 days ago in Mandalay they were trying to form a union. I have no grievance except over-work.

Statement by ABDUL NABI, a serang on *P.S. "Taping"*.

M-668. I come from the village of Sayadpur which is 24 miles to the north of Chittagong ; 8 other seamen on this ship come from my village and the remainder come from a village 2 or 3 miles away.

M-669. I have under me on this ship 15 men altogether ; 10 lascars, 1 kassab, 2 donkeywallahs and 2 sukanis. I have been in the service of the Irrawaddy Flotilla Company about 27 years ; I have been with this Captain about a year and 8 months. I have served under 10 or 12 Captains.

M-670. I cannot keep count of the number of ships I have been in. I started as a *khalasi* on the mail steamer from Mandalay to Rangoon. In those days the pay was Rs. 19. In 6 months I became a *sukani.*

M-671. I was promoted so quickly because I had worked in Calcutta before for 2 years. I worked on the Assam mail. In those days the pay was very small and work was heavy. I was a *sukani* 6 years and I have been a serang over 16 years.

M-672. When I first became a serang I was paid Rs. 35; I now get Rs. 46-8-0, Re. 1-8-0 of that being uniform allowance. When I am in Rangoon I live at Botataung, paying Re. 1-8-0 a month rent.

M-673. My family live at Chittagong; I have a wife and three children, one of whom is grown up. I have land in my own country; since taking up this employment I have increased my holding of land. I have two bullocks and one cow with a calf.

M-674. I cannot give up work because I have children to support; I do not get a pension. When I am away from home my son, aged 20, looks after the cultivation of my land; he has just got married.

M-675. I and my two brothers were joint tenants of land; we paid a rent of Rs. 18 to the landlord; now we have separated and I pay a separate rent of Rs. 7. The rent has increased by Rs. 2.

M-676. The rule of the Company is that we go with the Captain; when the Captain goes on leave we all go on leave; if the Captain retires then we have to look about and we are left without a job until we find a new Captain.

M-677. I cannot say how long I have been out of employment looking for a Captain; I may be out of a job 3, 4 or 5 months; it varies. Those who are lucky get employment in 10 or 15 days; those who are unlucky have to wait 5 or 6 months.

M-678. Before I got an appointment with this Captain I was out of work for 3 months and I waited in Rangoon. I do not have to pay money to anyone to get employment. I feed my men and I take an allowance for feeding them.

M-679. Before the strike I used to deduct Rs. 5 from their wages, but since the strike I deduct Rs. 6, as they have an increase in pay. I take no money from my *khalasis* before they join.

M-680. The men pay their own fares from Chittagong to here; I do not pay anybody's fare except my own. It costs me Rs. 16 to get here. When the ship goes to Rangoon I stay on the ship.

M-681. We get holidays on festival days, but if there is much work to be done we only get leave for an hour or so to say our prayers. I do not work on a festival, but I cannot leave the ship; everything is in my charge and I dare not leave the ship.

M-682. When things are lost the storekeeper assesses the damage and that is deducted from our wages. I am not paid a commission; on the big ships the serang gets a commission.

Statement by GUNOO MEAH, a fireman on *P.S.* " *Taping* ".

M-683. I have been 8 years in this service. I come from Chittagong. All the firemen on this ship come from the same village, some from the same *basti* and some from the neighbourhood. I have done all my service on this ship.

M-684. I have not been continuously employed during the past 8 years but whenever I have been employed it has been on this ship. I have been with different serangs at different times.

M-685. My pay is Rs. 29 a month and I get a uniform allowance of Re. 1-8-0 a month. During these 8 years I have been to my country three times; the first time I stayed there 6 months, the second time 4 months and the third time 3 months.

M-686. I have no land of my own; when I go home I do odd jobs. I have no father. I have recently married; I have no children.

M-687. I have incurred a debt of Rs. 500; I borrowed Rs. 300 of that for my marriage and some more money for the maintenance of my family.

M-688. I send home Rs. 15 or Rs. 16 a month, but sometimes I am only able to send Rs. 10. I stint myself and undergo some hardship in order to send money home.

M-689. The interest on my debt is Rs. 5 a month for Rs. 100. I try my best to clear the loan, but I cannot; the loan goes on mounting up. The reason why I spent Rs. 300 on my marriage is that we have to spend a decent sum on our marriage in our country otherwise we cannot get married.

M-690. When I borrowed the money I signed a stamped paper with my signature and my thumb impression. I keep an account in my mind of what I have paid the *mahajan* and how much I owe him. I do not know how much I am in debt to-day; I must go on paying at the rate of Rs. 5 for every Rs. 100 for some time now before my debt is cleared.

M-691. Our wages are very low; it is with great difficulty that we manage to live.

M-692. There are no fixed hours of work; we are on call all the time, even after the work is over. Even though we are off duty, if the sahib calls us we must go. When the engine is off I have to put out the fires and clean the engine; in this way I am employed for a long time.

M-693. When I go home and come back I do not get employment for four or five months. I did not pay anything to the serang to get employment.

M-694. We work in shifts, 4 hours in the saloon and 4 hours in the engine room. The number of men on this ship has always been 8: 2 men work with the officers and 6 men work in the engine room in two shifts of 3 men each.

M-695. When we fall ill we are not paid anything; we are only paid for the days we work. When we are ill we have got to go on shore and live in a hired house.

M-696. When I go home, if there is a vacancy in another ship, I will go in that ship. Some time ago on this ship I was ill with fever; I was put off at Mandalay where I stayed for 4 or 5 months. Then this ship came to Mandalay; I knew the serang and got a job from him.

M-697. Near the river at Mandalay there is a sort of home for passengers and I stayed there. Every passenger there has to pay Re. 1 a day.

M-698. We have no pension or provident fund.

BURMA.

Fifth Meeting.

RANGOON.

Thursday, 30th October 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar.-at-Law.
Mr. JOHN CLIFF.
Miss B. M. LE POER POWER.
Lt.-Col. A. J. H. RUSSELL, C.B.E. I.M.S. (*Medical Assessor*).

Mr. G. D. BIRLA.

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

Mrs. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. A. B. MEHTA (President), Mr. S. T. SADASIVAN, Mr. V. A. L. SIMHAM AYYAR, and Mr. K. M. DESAI (Secretary), representatives of the Burma Indian Chamber of Commerce.

M-699. *The Chairman* : Mr. Mehta, has your Chamber considered the practicability of establishing some control of immigration at the source, in order, first, to make it possible to limit the number of immigrants to a figure more nearly equal to the number of people likely to obtain employment, and, secondly, to enable health precautions against smallpox, cholera and hook-worm and so on to be taken on the other side instead of after the immigrants have arrived in Burma ?—(*Mr. Mehta*) We have not considered the matter.

M-700. Has your Chamber any suggestion to make to us with regard to the immigrants who are recruited by *maistries* on the other side and brought over here ?—We do not want any recruiting agency either official or unofficial for Burma. There is always a large volume of labour available in Burma.

M-701. You do not favour any system similar to that which exists with regard to emigration from India into Ceylon and Malaya ?—We do not favour any such system. Our main objection to such a system will be that work here in Burma is seasonal whereas in Malaya and Ceylon it is perennial. There is

plenty of employment here between November and April, but there is very little employment in the latter part of the year.

M-702. In that case are not the unemployed a burden upon Burma ?—Yes.

M-703. *Mr. Tyabji*: Could the rice mills recruit labour and keep them on for one or two years ?—They cannot keep them for a full year, because they have not got full work all the year round.

M-704. *The Chairman*: Has your Chamber considered the possibility of changing the present system of paying the labourers through the *maistries* to a direct system of payment to the workers themselves ?—We would certainly prefer direct payment, but we do not see how it can be done.

M-705. Are the workers here indebted to any extent ?—With regard to the Indian workers we can say that they are heavily indebted. It is mainly due to the *maistry* system of recruitment where the *maistry* advances some money to the labourer either to pay off his village debts before he leaves for Burma or as an inducement to go to Rangoon. The labourer is not able to pay back this advance, and once he falls into debt he remains in debt for ever. If recruitment through *maistries* is abolished, indebtedness also will stop to a great extent.

M-706. It applies only to 1/10 of the Indian workers who are recruited. Speaking of the Indian workers as a whole, would you agree to a proposal like that which obtains in Ceylon whereby no such debts should be recoverable in Burma ?—The money has been paid by the *maistry* for one reason or other and it is only fair that he should get it back.

M-707. Would you be in favour of the abolition of the power of the Court to make an order attaching the man's wages and making the employer collect the debts ?—Yes, I would be in favour of a proposal like that.

M-708. *Sir Alexander Murray*: How did you find that out of 300,000 Indian labourers in Burma only 25,000 were recruited in India ?—It is only an approximate estimate.

M-709. What kind of official agency do you wish to have to look after the welfare of labourers here ?—Some sort of official agency connected with the provinces from which recruitment is made.

M-710. According to you, there are 25,000 labourers recruited in India and 300,000 Indian labourers recruited in Burma. They all work in various parts of Burma such as Namtu, Yenangyaung, Rangoon, and so on. When any one of these labourers has got a grievance, what do you wish the Labour Commissioner to do ?—The Labour Commissioner will be a person appointed by the Government of India and he has to enquire into the grievances and see that the labourers are treated properly. If there were cases of injustice or ill-treatment he must represent the matter to Government and the employers concerned.

M-711. *The Chairman*: Do you suggest that he should have some executive powers in Burma ?—He has to report to the Government of India, the Government of Burma and inform the Government from which the labourers are recruited.

M-712. He is a friend in court, not having any powers ?—Yes.

M-713. *Sir Alexander Murray*: Take the case of an Indian who is not recruited in India but who comes to Burma of his own free will and is working in some part of Burma. If he has any grievance do you think that he ought to go to this Labour Commissioner who should write to the Government of the province from where the labourer has come, it may be Madras, or the United Provinces or Nepal ?—He should write to the local Government here enquiring whether such treatment was given to the labourer.

M-714. There has been a suggestion that an extra rupee should be assessed on the emigrants from Burma in order to help to provide additional accommodation. I find that your Chamber suggests that a separate trust should be set up to deal with the question of accommodation. What necessity is there for setting up such a trust when you have already got the Corporation of Rangoon, the Development Trust, the Medical and Health Boards and other bodies ?—The separate trust should be responsible for building chawls from the additional cess, because we think that it will be cheaper to build houses if the work is taken over by a separate trust. Moreover, this work must be put into the hands of an individual trust because this additional accommodation is reqiured for Indians and it must be under Indian control.

M-715. There should be an *ad hoc* trust for the purpose of building houses for Indian labourers only ?—Yes.

M-716. Not Burmese labour ?—(*Mr. Sadasivan*) Any labour.

M-717. *Mr. Clow*: You refer to the unemployment among manual labourers. Are you in favour of restricting immigration in order to reduce unemployment ?—(*Mr. Mehta*) Yes, if it is practicable. But how can we stop all the labour coming in ; how can we select which labour should come in and which should not and in what proportion ?

M-718. Suppose nobody is allowed to come in except those for whom the employer had a post ?— That matter has not been considered by our Chamber.

M-719. You say in one part of your memorandum that the Government have been too eager to give effect to the Conventions and Recommendations of the International Labour Conference. Do you mean that certain Conventions and Recommendations which have been adopted should not have been adopted in India ?—Yes.

M-720. Which ones ?—(*Mr. Sadasivan*) We do not refer to any special convention. Our point is that other countries have not universally adopted all the Conventions.

M-721. Nor has India.—We have adopted more.

M-722. Not at all. I want to know whi h Convention you think was wrongly adopted ?—We had in mind the general industrial policy of the Government.

M-723. Can you point me to any Convention you think should not have been adopted but was adopted ?—(*No answer*).

M-724. *Mr. Birla*: You must have many employers who are members of your Chamber ?—(*Mr. Mehta*) Yes.

M-725. In which trades are they interested as employers ?—Match factories and rice mills.

M-726. And also saw mills ?—Very few members are interested in saw mills.

M-727. As employers are they largely interested in trade and commerce or in industries ?—More or less in trade and commerce.

M-728. Very few as employers are interested in industries ?—Comparatively very few.

M-729. Can you give an approximate idea of the total number of workers employed by the members of your Chamber ?—About 5 to 6 thousand.

M-730. Among the gentlemen who have appeared before the Commission are there any actual employers, or are they all business men interested in trade and commerce ?—They are mostly business men.

M-731. Therefore they are not in close touch with the workers ?—No.

M-732. They take only as much interest in the Indian labour as any Indian residing in Burma ought to take ?—Yes.

M-733. They appear before the Commission just to suggest certain things in the interest of the Indian labourer ?—Yes.

M-734. You say in your memorandum that while the Government have been too eager to give effect to the Conventions and Recommendations of the International Labour Conference they have been slow to a fault in extending legitimate protection to any industry when such intervention was obviously called for. Is that the general opinion prevailing among Indian business men whether in Burma or in India ?—In Burma especially.

M-735. Probably what you meant was that you do not object to the ratification of the Conventions but that if labour is to be protected the industries should not be ignored, and that the Government while doing every thing possible to increase the cost of production has ignored the interests of the industries ?—Yes, that is what we mean.

M-736. May I take it for granted that you are not against doing anything in the interest of labour provided that the interests of the industries are properly safeguarded ?—Yes.

M-737. You are not averse to do anything which may benefit the workers ?—No.

M-738. With regard to the tax of Rs. 2 which is now in existence and the extra tax of a rupee on every male passenger leaving Burma which your Chamber has very reluctantly, as you say, approved of, may I enquire why a discrimination should be made between a passenger entering Burma and a passenger leaving Burma. You have admitted that a good deal of unemployment is prevailing in Burma, particularly among Indians. A man who is heavily in debt and has no employment in Burma would naturally like to go back to his country. If you ask him to pay this tax do you not think it will be causing a serious hardship on him ? Will it not be better if taxation is imposed on a man entering Burma rather than on a man leaving Burma ?—The labourer

comes here to make money and when he comes he is, as a rule, in a poor condition. But when he leaves Burma he has earned some money and it will therefore be more easy for him to pay the tax then than it will be when he enters Burma.

M-739. My point is that if one is heavily indebted and wants to go back to his country just to get out of his troubles it will be causing a very serious hardship on such a man if he were asked to pay this tax of Rs. 2 ?—We admit that this tax is a hardship to a great extent. We must say that we are opposed to this tax, but if the tax is to be paid we think that it will be easier for the man who leaves Burma to pay than for one who enters it.

M-740. I think you are putting a premium on the men who stay in Burma although unemployment exists here; in other words, you compel them to remain in Burma ?—When they have to pay their passage which is about Rs. 15 we think they can pay this tax of Rs. 2 as well.

M-741. Have you got any idea as to whether this Rs. 2 tax per head has been spent for the benefit of the labourer ?—(*Mr. Sadasivan*) No.

M-742. Is it because you are not prepared to trust the Development Trust which has not spent a single pie so far for the benefit of those from whom the money was collected that you want to have a separate trust ?—Yes. Very little, if at all, has been spent.

M-743. You think that if the management was in Indian hands the money would be properly spent for the benefit of the Indian labourer ?—(*Mr. Mehta*) Yes.

M-744. In reply to a question you said that you do not mind whether the money is spent for the benefit of the Burman labourer or of the Indian labourer. Do you stick to that answer or do you think that your Committee holds a different view on that because I thought that it would be quite fair if the money paid by the Indian labourer was spent for his benefit ?—(*Mr. Sadasivan*) The scheme appears to be for the Indian labourer only.

M-745. So you would modify your answer ?—(*Mr. Mehta*) Yes.

M-746. *Miss Power*: In your memorandum you say that your members are either individually or collectively large employers of labour. Does your Chamber under the terms of its constitution concern itself with labour conditions or not ?—(*Mr. Sadasivan*) We consider them as and when they are brought before our notice.

M-747. In what way are they brought before your members ? Are problems affecting individual members of your Chamber submitted to the Chamber as a whole for discussion ?—No.

M-748. *Mr. Cliff*: Have you got a clause in your constitution which empowers your Chamber to consider labour questions from the standpoint of your labourers ?—We have no particular clause like that.

M-749. *Miss Power*: Has your Chamber any views on the possibility of decasualising labour in Burma ? For instance, in Mr. Bennison's report he states that the demand for labour in rice mills is not the same all the year round but the work could probably be spread over the year more evenly than is done at present. In view of that remark of Mr. Bennison have you any views

as to the possibility of decasualising the labour in the rice mills ?—(*Mr. Mehta*) It is a speculative trade. We cannot express an opinion whether the work could be evenly distributed or not.

M-750. Is it that you cannot express an opinion or that you disagree with Mr. Bennison ?—I disagree.

M-751. You think it is not possible to spread work more evenly over the year ?—I do not think it is possible.

M-752. Dealing with industrial welfare you say that very little is done. Could you point to any form of industrial welfare which is financially practicable which you consider should be done and has not been done among the bigger employers in Burma ?—Very little in the matter of schools, hospitals, sanitary arrangements, etc., has been done by the employers. Except in the case of the Burma Railways and the Burmah Oil Company the employers have not provided facilities for educating the children of their labourers.

M-753. You disagree with the Committee on Control that employers should be required to house their labour, but at the same time you appear to be in favour of their being required to educate their labourers' children ?—They cannot house their labourers because they are a not in position to do so, and that is why we say that the Government or the municipality must take it up.

M-754. But is it your view that in matters such as the provision of education and hospitals, for instance, employers should take a greater share than they have hitherto done ?—They ought to.

M-755. *Mr. Tait*: Reverting to the figure of recruitment of 25,000 men which you referred to before, you must have had some basis for arriving at that figure. I take it that, for instance, in the case of rice mills you put down something like 14,000, 6,000 for dock labour and so on, and thus arrived at the figure of 25,000 ?—It is only an approximate figure and not an exact figure.

M-756. Did you not have some basis for even suggesting 25,000 as the approximate figure ?—We know that in rice mills the labour is mostly casual and is recruited through *maistries*. As far as this labour is concerned we can get a fair idea of the number recruited. In other works, recruitment is not done by *maistries* but by other agencies.

M-757. Do you think that 100 per cent. of the coolies that these rice mill *maistries* employ for carrying paddy are recruited in India ?—In some of the mills the labour is now engaged locally.

M-758. So that 100 per cent. is not recruited in India ?—No.

M-759. What percentage do you consider of the labour employed in the mills is recruited in India and what percentage is engaged locally ?—In the mills I think 25 per cent. is recruited in India and 75 per cent. is recruited in Burma.

M-760. In the Burma rice mills the *maistries* are supposed to go to India and recruit a certain percentage of the labour for the mills. I want to know what percentage of the labour is recruited directly in India and brought over to the mills in Burma ?—About one-third or one-fourth

M-761. You say " Unemployment would appear to be widespread among literate and educated classes as well as among manual labourers." Do you mean that unemployment is widespread at certain periods of the year only or at every period of the year ?—Especially during certain periods of the year.

M-762. Would you consider that unemployment is widespread in, say, January to March ?—In January to March it is comparatively little.

M-763. So that in January to March there is practically no unemployment in Burma ?—There is unemployment only to a little extent.

M-764. Dealing with the question of housing you say at one place that the shipping companies should be requested to contribute substantially towards the cost of the rest-house on the foreshore. How do you reconcile that with your statement in another place that it is too much to expect the employers to find the necessary capital and organisation to provide housing for their employees ?—I do not think there is any contradiction. We have referred to the shipping companies because they get large sums of money for bringing men from India and taking them back. (*Mr. Sadasivan*) There we are not referring to the industrial employers as a class, but are mainly referring to trade carriers.

M-765. On the question of welfare you say " No provision is made by employers for old age and premature retirement." Would the members of your Chamber who are employers of labour welcome legislation for a compulsory provision by all employers of labour for old age and premature retirements ?—(*Mr. Mehta*) As a Chamber we cannot express any opinion now, but our individual opinion is that there should be such a provision.

M-766. In another part of your memorandum you say : " Moreover, any monetary advantage given to them in the shape of higher wages or bonuses tends to stimulate injurious habits instead of its being utilized to raise their standard of living or to any other good account." Are we to understand from that that the average coolie now gets as wages what he really expected to get when he came to Burma, that he does not really want any more than he is getting now and that if he did get any more than he is getting now he would merely waste it ?—No.

M-767. But you make a definite statement that he would use any extra money for no good purpose ?—That is why we insist on the enforcement of free elementary education.

M-768. Dealing with the question of trade combinations and industrial disputes you mention at several places about the general illiteracy of the workmen. In one place you say : " My Chamber considers it most essential that trade unions should be run and managed by the workers themselves although it does not object to assistance being rendered by outsiders for a temporary period." You also make a remark at another place that your Chamber begs to invite the special attention of the Commission to the fact that in this country lightning strikes are frequent because, due to their illiteracy and ignorance, workmen are prone to be easily misled." Do you not think that due to the illiteracy and ignorance of the workmen they are likely to be easily misled by an unprincipled trade union leader ?—Yes.

M-769. *Mr. Cliff*: All employees ?—No.

M-770. *Mr. Tait*: Would you say from your experience generally that a trade union leader if he were an unprincipled person would be led away by communal interests ?—Yes.

M-771. *The Chairman*: You object to an unprincipled person in general ? —Yes.

M-772. *U Hla Bu*: With regard to the proposed tax of one rupee on every male passenger leaving Burma, I take it that your opinion is that because the labourers who are going back from Burma have sufficient money with them they can very well pay this tax ?—We do not say that they have sufficient money. That is not always the case.

M-773. If they have not made any money here how will they go back to India ?—They must somehow go because they cannot live here.

M-774. I put it to you that they go after making sufficient money ?—Not sufficient.

M-775. You know the Development Trust has got an establishment of engineers and clerks, and they could undertake the housing scheme better than a separate trust ?—That will make the scheme more expensive.

M-776. Can you explain why it should be more expensive ?—Because the Development Trust is spending money extravagantly. They have to pay the land tax.

M-777. The payment of land tax has got nothing to do with it. This money is earmarked for the building of chawls, and whether the work is done by the Development Trust or any other Trust, the money must be spent on the construction of chawls only and not on any other buildings ?—Yes. The Development Trust comes into contact with other Government Departments. If it is an independent body, it can do better.

M-778. If the Development Trust by itself, without coming into contact with other Government Departments, does the work, you would have no objection ?—No.

M-779. *Mr. Tyabji*: Is it your view that the factors of impermanence of employment, *viz.*, seasonal type of industries and seasonal type of agricultural employment, are the larger causes of unemployment ?—Yes.

M-780. In connection with trying to get labourers more permanent work, you said that that could not be done with regard to rice mills, because it is seasonal type of work; but in the shipping and in Government concerns, could they not keep a larger proportion of permanent employees than they do at present ?—Yes, they could.

M-781. You said that the cost of housing might be too much for employers, but do you not think that that would depend upon the type and the extent of the industry ? If it is a large industry, it might afford it, but if it is a small one, it might not be able to afford it ?—Yes.

M-782. With regard to the housing scheme, you desire that a separate trust be formed, and your reason for it is that the present Development Trust

is rather extravagant and has the reputation of raising its rents too much ?—Yes. They raise their rents abnormally.

M-783. Do you know of any cases in which the Development Trust has raised its rents from 30 to over 100 per cent ?–Yes.

M-784. Do you not think that a body like the Development Trust cannot take charge of the problem of housing labour and give adequate attention to it ? —I quite agree with you.

M-785. For instance, the Excise Department would be wanting to put up a liquor shop next door to the workmen's dwellings, which is undesirable, and the Development Trust, owing to its constitution, might not be able to resist it ?—That is so.

M-786. *Sir Victor Sassoon*: Why should it not be able to resist ?—Because the liquor shop is for the profit of Government, and the Trust would be helping Government indirectly.

M-787. *U Hla Bu*: Because it is a *quasi*-Government body ?—Yes.

M-788. *Sir Victor Sassoon*: You want the Trust to be a non-official body ?—Yes.

M-789. *Sir Alexander Murray*: Spending official money ?—It is not official money; it is money collected from the labourers.

M-790. But it is collected by officials ?—They may collect it, but it comes from the pockets of the labourers.

M-791. *Mr. Tyabji*: Do you know that the funds for the Rangoon University were collected with the help of officials ?—Yes.

M-792. Do you know that the University funds are managed not by an officer of the Crown, but by an independent person ?—Yes. There is the University Trust.

M-793. Do you know that the Chairman of the University Trust, Mr. deGlanville, who is in charge of the building operations of the University, is not an official but a lawyer ?—Yes.

M-794. Therefore, will you agree with me that the contention that a Trust like that cannot be managed by an independent man without the assistance of Government officers does not hold water ?—I agree with you.

M-795. Can you give us any instances, except the instance of the last strike, in which strikes have been declared at random, without giving notice of some sort to the employers ?—In 1926 the shipping strike was of a similar nature. I cannot remember any other instance at the moment.

M-796. Would you agree with me if I say that in almost every case before a strike took place the employees had made several petitions to their employers ?—In certain cases they have done so.

M-797. Do you desire to make any statement with regard to the Trades Disputes Act ?—We are considering the question, and after due deliberation we will send in a supplementary memorandum giving our views on the subject.

M-798. *Col. Russell*: Has your Chamber of Commerce any representation on the Municipal Corporation of Rangoon ?—No.

M-799. You have never had any representation on it ?—No.

M-800. You say that the general health condition of the workers is far from satisfactory. Does your Chamber not think that it would improve general health conditions if you had a selection before the labourers came from India ?—Yes, it would.

M-801. *Mr. Cliff*: With regard to methods of recruitment, do I understand that it is the considered opinion of your Chamber that labour should be afforded some protection here in Burma ?

The Chairman: They profess to speak only for Indian labour, not for labour generally.

M-802. *Mr. Cliff*: Do not the members of your Chamber employ any other labour than Indian labour ?—In one of our match factories there is some Burmese labour employed, but the number is not large.

M-803. You express no opinion in regard to labour generally in Burma or in India ?—We can speak about Indian labour, but not about Burmese labour.

M-804. Would your observations on " Hours " if they were accepted by this Commission, apply to Indian labour only ?—No, they apply to all labour.

M-805. Does not the same remark then apply to your observations with regard to protection against *maistries* ?—(*Mr. Sadasivan*) Yes, it does, as part of the Burman labour also is recruited through *maistries.*

M-806. May I take it that it is the considered opinion of your Chamber that industrial labour here in Burma should be afforded protection ?—Yes.

M-807. Has your Chamber considered the policy of adopting compulsory arbitration in order to afford protection to the labourers ?—We have suggested a standing conciliation board being appointed to interfere in trade disputes at an early stage.

M-808. Are you in favour of compulsory arbitration, have you any opinion on that ?—(*Mr. Mehta*) We have not considered that point.

M-809. You told Mr. Birla that you objected to a tax on the incoming labourer because he had not yet earned money ?—What I wanted to say was that we object to it, but if an Indian labourer has to pay the tax, it is better to tax him when he is going away out of Burma, when he has some money.

M-810. Is that because he has earned money in Burma ?—Because he has to make his wages in Burma. He comes to Burma to earn money, and he can pay it better when he returns to India.

M-811. Then you propose to tax the shipping interests, because they have a special interest ?—Because they have monopolies here to carry coolies from India to Burma and back.

M-812. Do you propose that the ratepayer in Rangoon and the employer in Burma should escape any levy for this purpose ?—Not escape, but they cannot afford it. If the industries can afford it, they should be charged.

If there is no protection given to industrjes, how can they pay additional taxes ?

M-813. Is it the view of your Chamber that labour is able to pay what the industry is unable to pay ?—It is our Chamber's opinion that industries also should be protected.

M-814. The proposal is, first of all, to provide a rest house for immigrant labour. The other part of the proposal is to build barracks for cooly labour here in Rangoon. There is a proposal being put forward that they should be taxed Re. 1 when they are leaving this country. As I understand it, your Chamber objects to that tax, but because there is no alternative, you are prepared to fall in with it, provided you can have the management of the proceeds of the tax; is that the position ?—Yes.

M-815. Is the taxpayer in Rangoon and the industry in Burma to escape the payment of any of this money that is needed for building the rest house and the cooly barracks ?—(*Mr. Sadasivan*) The question of housing labour was referred to us by Government, and they made this suggestion of a one-rupee tax on passengers leaving Burma. They at the same time stated that if this tax is not agreed to, there is no other tax which they can think of, and the scheme would have to be dropped. Because there was no other alternative we agreed to it. If any other method is found by which the ratepayers or industries could be taxed, by all means it may be done.

M-816. It may be that the proposal to tax an outgoing labourer is a proposal to tax a person who is unable to defend himself ?—We agreed to it because there was no other alternative. We are against the position that if this tax is dropped the housing scheme should also be dropped.

M-817. You want, as I understand it, to tax the labourer, and you want to administer it ?—No. We have been against this tax. Because they stated that it is the only source from which revenue can be obtained, we agreed to it. We are not in favour of extravagant bodies spending it.

M-818. You stated that the only qualification you would make to the acceptance of the proposal is that a separate body should be set up to administer it, on which a large majority of Indians should be represented ?—(*Mr. Mehta*) Yes.

M-819. It appears to me that in your answers to several questions, you have justified this tax on the ground that it would only be placed on the people able to pay it, and you have specified two bodies, the labourers and the shipping interests. Do you seriously suggest that there is no other alternative, for instance, taxing the ratepayers in Rangoon and taxing the industry ?—Government may do so. Our opinion is that it is the duty of Government to do it, and Government must help to build more barracks and give more accommodation to the labourers.

M-820. *The Chairman* : The members of your Chamber would be in favour of a charge being put on municipal rates, instead of upon the departing cooly ?—Yes.

M-821. *Sir Alexander Murray* : Has your Committee considered it ?—No. It is not our considered opinion. The question has only just been put to us, and we have not considered it.

M-822. *Mr. Cliff*: Is that the opinion of the representatives of the Chamber now before the Commission ?—Yes.

M-823. Has any census of unemployment been taken here ?—There is no regular census taken.

M-824. Your Chamber has not done it ?—No.

M-825. Have you any knowledge of unemployment in the oilfields ?—No.

M-826. Do you know anything about unemployment in the lead and silver mines ?—No.

M-827. You have referred to disputes, lightning strikes and so on. Has your Chamber any considered opinion with regard to the recent dock strike in Rangoon ?—We will send you a supplementary memorandum with regard to the recent Rangoon dock strike.

M-828. *Mr. Ahmed*: I understand that the earnings of the labourer are inadequate and that accounts for his low standard of living and extreme poverty; and you want us carefully to look into this aspect and suggest suitable steps. If the housing condition is improved, the labour will be greatly relieved from illness.

It has been suggested that only healthy people must be allowed to enter this province as labourers, but even healthy labourers fall sick on account of the bad housing conditions.

Mr. Page says that the cooly spends Rs. 5-8-0 to Rs. 6 per month on his messing under the *maistry*. I suppose on account of poverty these people live in that low style, and if we expect efficiency from them, we must uplift their condition ; give them better food and housing.

They also receive no education. If they are uplifted in that direction, their ignorance will disappear, and they will not be liable to be led astray. Do you agree ?—Yes.

M-829. They cannot be easily misled, and it is the primary duty of the employers to take sufficient steps for their education, so that this may not harm them ?—Yes.

M-830. You are advocating that there should be a special officer, called the Commissioner, who will look after the interests of the labouring classes. We visited an industrial town yesterday at Yenangyaung and found a Government Warden there. You do not want people like that. You want a special Commissioner to look after the interests of the labouring classes. The labourers have their grievances, and if the problem is properly worked out in the way suggested by you, the sufferings of these people will disappear ?—Yes.

M-831. You have told us that Government has been a silent spectator. I agree with you. Therefore, it is absolutely necessary for the Government to appoint a permanent Conciliation Board to settle disputes between the employers and the employed ?—Yes.

M-832. With regard to indebtedness, the employers here have not got a co-operative society to lend money to the labourers at a nominal rate of interest ?—No. They do not advance money at a nominal rate of interest

M-833. *Mr. Cliff* : Have the employers here got any co-operative loan societies ?—No. They give advances to some of the employees at times.

M-834. *Mr. Ahmed* : The labourer gets an inadequate wage and can hardly earn his living ?—Yes.

M-835. *The Chairman* : Do you say that the wages of labour in Burma are inadequate ?—Yes.

M-836. Is it the view of the employers who are members of your Association that the wages they pay are inadequate ?—I call the wages inadequate because they are paid by the day and are not employed all the days in the month.

M-837. Have the employers who are members of your Chamber taken any steps to remedy that ?—What steps can be taken when industry does not pay ?

M-838. *Mr. Ahmed* : The employers have not started any co-operative society in order to advance money to the working class at low rates of interest ?—No.

M-839. Is it not absolutely necessary that they should receive an adequate living wage ?—Yes, some steps must be taken to relieve the situation and sufficient wages must be paid to the poorer classes to enable them to earn a living.

M-840. *Sir Victor Sassoon* : Is your Chamber prepared to give a wage to the workers they employ to provide them with a sufficient standard of living to keep themselves, their wives and children ?—That depends upon the capacity of the industry ; if industry is paying, I think we ought to do it.

M-841. Out of the 4 lakhs of immigrants who come into Burma every year, 25,000 men are recruited officially by firms, and you want a protector to protect that recruited labour, but how would you deal with the 375,000 men who are not recruited but come here on their own ?—A protector of labour should be appointed, and he should protect all labour. He should report grievances to the Government of Burma, who should thereupon take steps to deal with those grievances.

M-842. Do you propose that Indian immigrant labour should be treated differently from Burmese labour ?—No, we think they should be treated equally.

M-843. Therefore any labour legislation would apply to all labour, whether imported or Burmese ?—Yes.

M-844. Would not the tax which you propose on immigrants tend to discourage immigration and thus prevent an increase of unemployment in this country ?—We have not considered that.

M-845. Where do you get the information on which you base the statement that stevedore labourers only get work on an average of about 10 days a month ?—That is from our experience. We know how many ships are coming in and how many labourers there are.

M-846. How many stevedores' labourers are there in Rangoon ?—6,000.

M-847. How many are employed at the peak of employment when most ships are coming into Rangoon ?—6,000 or 7,000; in fact, casual labour is drafted in and 8,000 to 9,000 people may be employed.

M-848. For how many months of the year does that state of peak employment continue ?—Two or three months ; during that time it varies.

M-849. During 2 months of the year the whole 6,000 can count on employment ?—Yes.

M-850. If, as you say, on the average they only work 10 days a month, would it not mean that there is practically no employment for stevedore labour during the remainder of the year ?—The steamers do not all come during those two months.

M-851. You say very little welfare work is done by employers and Government. What welfare measures have been undertaken by the employers who are members of your Chamber ; what have they done for the welfare of their workers ?—Practically nothing.

M-852. Do you think that employers should take action for the welfare of their employees or do you think it should be done by Government ?—If employers can afford to do it, they should ; if they cannot afford it, then Government must step in.

M-853. How would Government pay for this welfare work ?—From general taxes.

M-854. Do you suggest that business firms and industrial undertakings should be specially taxed ?—We think other bodies as well should be taxed.

M-855. You object to the Development Trust on the ground that it is a Government body ?—Yes.

M-856. It has 13 directors of whom only 5 are appointed by Government ?—We say it is a quasi-Government body ; most of its directors are appointed by Government directly or indirectly.

M-857. *The Chairman* : Do you propose that the labouring classes should be forbidden to consume alcohol and narcotic drugs ?—We are for a policy of complete prohibition applying to everybody.

M-858. Including the narcotics that are produced locally in Burma ?—Yes.

(The witnesses withdrew.)

Mr. C. F. GRANT, I.C.S., Chairman, Rangoon Development Trust.

M-859. *The Chairman* : Does the whole of your revenue come from the Rs. 2 at present imposed on the departing migrant ?—No, our main revenue is from the rents of the Government estate which give us about 15½ lakhs.

M-860. What proportion does the Rs. 2 tax bear to the total of your revenue ?—It is about 4½ lakhs out of 25 lakhs.

M-861. From your present revenues is there any surplus which you could devote to housing purposes ?—None.

M-862. In what way is your existing revenue pledged ?—Our first charge is our administration and engineering staff charges which are heavy because we are a body which carries out works through reasonably skilled but not very highly qualified contractors who require a very great deal of supervision by our skilled engineering staff.

M-863. Those are engineering works which are continuing ?—Yes ; the main works are roads, drains, general equipment of areas for occupation. Reclamation used to be a main item, but is not quite so important now.

M-864. So that up to the present your duties have been confined to preparing land by way of roads, drains and so on, for use, whether residential or industrial ?—Mainly residential, but of course, whenever we get the chance, industrial. We have a very heavy debt which has got to be met ; we inherited more than 44 lakhs of debt from the old land Sale and Rent Fund ; we borrowed 57 lakhs more, and our interest and repayment charges amounted last year to nearly 8 lakhs out of a total revenue of 25 lakhs.

M-865. With regard to the proposed new tax, it is suggested to us that the Development Trust is not a suitable body for managing workmen's dwellings ?—I quite agree ; we do not propose to manage workmen's dwellings.

M-866. Your proposal, as I read it, is that you should build and then hand over to the private owner to sell ?—Yes.

M-867. Do you really consider that would be a workable proposition, that you should plan and build, and then some private person should come up proposing to make a profit out of buildings ?—If any Member of the Royal Commission will propose a more workable scheme, we shall be delighted to hear it. The scheme is one for which I have a certain responsibility, and which we have come to as being the only feasible way of doing anything at all. It is not supposed to be an ideal scheme. Undoubtedly whoever carries out a housing scheme is going to lose money by it ; it is not an economic scheme. We have to limit our liability and make it quite plain that we will not be landed in serious financial difficulties. Control of workmen's dwellings by a public body is a thing which I made quite plain to the Board from the outset I would be strongly opposed to. The practical difficulties in the way of control are very great. As a quasi-public body we could control a small number of buildings, but in such a case we would be losing a large amount of money every year and it would lay us open to every form of petty corruption and abuse.

M-868. Do you think the loss would be less if it was administered by a private body ?—I do not deal with the question of the loss being less or more, but under our present proposal we should know how much we were losing every year.

M-869. Would it simplify the problems of your Trust if the influx of immigrants to Rangoon was substantially reduced ?—The problem of overcrowding in Rangoon will not in my opinion be solved by any probable reduction in the number of immigrants ; it may be ameliorated slightly.

M-870. With regard to rest-houses, what sort of a Mission do you think should undertake their management ?—We had in mind the Ramakrishna Mission which is doing extremely useful social work in Rangoon. I think it

would command the confidence of all classes if the management of the rest house was entrusted to their hands.

M-871. Are they willing to undertake the management ?—I would not say they are willing, but I hope that the Swami would not refuse. I do not myself believe in the future of the rest house, but if the rest house fulfilled the function it is intended to fulfil, I think it would be a very valuable social work.

M-872. *Sir Alexander Murray* : What are the main principles guiding your housing improvement scheme in Rangoon ?—Here is a note which I have submitted to the Board which explains the main principles guiding the improvement scheme. (The note was handed in.)

M-873. *Mr. Cliff* : Does it include improving existing buildings also ?—No. It means putting up fresh buildings only. I am opposed to any proposals to pay for repairing or altering existing buildings.

M-874. Do you propose to put up only coolie barracks ?—No. Because if we rigorously adhered to the barrack type of quarters we should probably lose unnecessarily heavy sums ; we could not sell them at a good price. After careful consideration we have decided that the best thing would be to put up a modified form of building which cannot be correctly described as barracks but which could and would be used for housing coolies. The main idea is to increase the amount of accommodation available in Rangoon and let natural laws take their effect.

M-875. Do you incur extravagant expenditure in the construction of rest houses and other buildings ?—No, I do not admit that we are extravagant in anything. We publish our reports and accounts every year. Our accounts are audited, and nobody has told us that we are extravagant.

M-876. Have you raised rents abnormally high ?—No, we have only charged economic rents.

M-877. *Sir Victor Sassoon* : How do your building costs compare with those of private contractors ?—We might reduce our engineering staff costs if a good engineering firm was found which would carry out our major works. But our works are mostly ordinary works such as drains and roads, and the cheapest way to do that class of work is through contractors without any technical qualifications, supervised by our permanent technical staff.

M-878. *Sir Alexander Murray:* Is it right to suggest that a quasi-Government body like the Trust would readily agree to have liquor shops opened near Trust buildings ?—It is a far fetched suggestion. I have not heard of any question of siting liquor shops on land vested in the Trust all the time I have been Chairman.

M-879. Has any attempt been made to push the coolie population into the outskirts of the city ?—No serious attempt has been made to my knowledge. The special committee appointed by the Board to consider the suggested housing scheme considered this question, and decided that it was impracticable to house the coolies outside the town and take them in and out by means of buses. Also, water supplly and systems of drainage are lacking in the outlying parts of tht town. All things considered, it is better for the coolies to

live near the places where they work. Our activities are to be confined, at any rate to begin with, to the sewered area where the coolies are now actually living. The draft Bill and the notes I have submitted to you contain the general principles on which we are prepared to proceed with the housing scheme.

M-880. *Mr. Birla* : Is this Trust a *quasi*-Government body ; who has the final voice on matters connected with it ?—The Trust is a public body with a non-official majority. It was created by an Act of the Local Government under whose control it works. It administers the Government Estate which gives it two-thirds of its income. Its budget has to be passed by the Local Government. It is free to act within the limits of the Act and it can spend up to the amounts sanctioned in the budget, provided no specific work exceeds Rs. 2,00,000 in value.

M-881. What have you realized from the Rs. 2 tax on persons going out of Burma ?—I think about Rs. 4,00,000 annually.

M-882. Has all this sum been spent on the development of the area under the jurisdiction of the Trust ?—The proceeds of this tax are used for the development of main roads and main drains.

M-883. What was the object of levying this tax on passengers going out of Rangoon ?—The proceeds of this tax, in addition to an annual contribution of Rs. 1,00,000 from the Rangoon Corporation and the proceeds of the extra stamp duty on the registration of documents in respect of lands in the city of Rangoon, go to a General Development Fund. These provisions were based on the Calcutta Act.

M-884. Could you spend any money on building houses ?—We could not as we stand at present. It would require an amendment of the Act which we are trying to bring about.

M-885. *Mr. Tyabji* : Have you not raised your rents by 30 to 100 per cent. during the renewal ?—I think you are referring to block I (1). The present rent is only 5 per cent. of the proved leasehold value of the land.

M-886. But does not the increase work out to a high percentage ?—It does, because 30 years ago the land was given out at nominal rents, and during the intervening period the value of the land has increased ten-fold.

M-887. Will not some of your houses be bought by the landlords ?—Yes, it is quite possible.

M-888. In that case will they not rent them to the labourers at the same high rate which prevails in the neighbourhood ?—Yes, they will.

M-889. Then what does the labourer gain by your building more houses and selling them to the landlords at a loss ?—He would not gain immediately, but the amount of available accommodation would be steadily increased.

M-890. *Mr. Cliff* : What is the extent of the slum area that your Trust has cleared and what is the population that it has newly settled or re-settled ? —I will get the figures for you.

M-891. How many do you propose to accommodate in the new houses ?—33,000 people in 10 years.

M-892. Are you going to confine yourself to the sewered area ?—We propose to begin with the sewered area where the coolies actually live now and slowly proceed outwards and take them out of the congested area.

M-893. Will the proceeds of the tax be enough to cover the loss incurred by the sale of houses at a loss ?—Yes, we should see that the loss did not exceed the proceeds of the tax.

M-894. Is it not likely that you would be housing in these buildings people who are not taxed ?—We should have no control over the buildings once we had sold them.

M-895. Would you not then be taxing certain members of the population for housing certain other members of the population who are not being taxed ?—Certainly, but we cannot guarantee that the man who pays the tax and goes out of Burma will come back and occupy the houses we build.

M-896. What direct benefit have the paying class received from the Rs. 2 tax which is in operation ?—It was not intended to benefit them directly; there is the indirect benefit they get from improved communications and drainage and health conditions in Rangoon.

M-897. With regard to improved housing which is necessary in Rangoon, is there no possibility of taxing the general citizen of Rangoon ?—The general citizen in Rangoon already pays a fairly adequate municipal tax, and the immigrant labourer does not contribute much to the municipal funds of Rangoon. He gets a good deal out of Burma without paying very much for it. For instance, the immigrant labourer living in Rangoon does not pay capitation tax which would be more than the Rs. 2 charge he pays.

M-898. You employ a fair number of contractors, I take it ?—Yes.

M-899. Would you be opposed to the insertion in your contracts of what is known in England as a fair wages clause ?—That is to say, it would be a statutory obligation on all public bodies and private employers who gave out any work on contract that they should insert a fair wages clause ?

M-900. It would be an obligation on the contracting party of your Development Trust to observe the fair wages clause ?—If it were to apply to the Trust and to public bodies only then I should object, but if you make it compulsory in the case of all public bodies and private employers I see no objection to it.

M-901. *Mr. Ahmed*: From the reply given by you to one of the questions put by one of my colleagues it appears that your administration is a top heavy administration ?—I do not remember admitting that.

M-902. I put it to you that your administration is a top heavy one and that the poor labourers do not get any benefit from your Trust as far as their housing is concerned ?—That is a matter of opinion.

M-903. Do you wish to contradict my opinion ?—I simply confine myself to saying that I regret I cannot agree with you.

M-904. You realize a poll tax of Rs. 2 from each labourer. May we know what return they get from this tax ?—Better roads and better drainage.

M-905. Do you not think it would be advisable if the money realized from this tax was spent only on the improvement of the housing conditions of the labourers ?

M-906. *Sir Victor Sassoon* : You have no powers under the present Act to deal with housing ?—No.

M-907. *Mr. Ahmed* : Would you recommend the levy of a terminal tax at a higher rate on all those who come here, especially the rich mercantile community ?

The Chairman : This tax of Rs. 2 is levied on all male passengers departing from Rangoon, and the tax on a saloon passenger is three times that on a deck passenger in your draft bill ?—That is so.

M-908. *Sir Victor Sassoon* : Supposing you were not dealing particularly with labour but you were generally to develop the out-skirts of Rangoon from the point of view of sewered areas would not you then perhaps attract classes living in congested areas and thus free those areas for the labouring class ?—The present water-supply of the municipality does not permit of any extension of the sewered area, and until we have a greatly increased water-supply we cannot have any material extension of that area.

M-909. If you had the increased water-supply could you deal with the congestion in that way ?—That is a hypothetical question, and therefore it is difficult to give an answer. I think it would be very doubtful, and it would be a matter of a good many years before you would know to what extent people would move out. If they would move out it would be a great improvement of the situation, but we certainly have not found that people are willing to leave the heart of the city.

M-910. What persons are you referring to ?—I am not talking primarily of the manual labourer, but of those who might be able to afford the expenses of suburban residence.

M-911. I was told that there is a large number who would move out if they could get amenities ?—There are serious difficulties in the way of getting people to move out, because they have in the centre of the town cinemas, schools, bazaars and other conveniences.

M-912. We have had certain figures provided by the Burma Indian Chamber of Commerce as to the density of the population in these crowded parts. Can you give us figures so that we may check them ?—I am afraid not. You find some relevant figures in the report regarding the effect of the removal of rental control, but even those figures are not very satisfactory. Until the census comes out we really cannot supply any reliable figures.

M-913. You cannot call those figures accurate. At present you have no basis on which you or anybody else could collect figures ?—Quite so.

M-914. *The Chairman* : It appears to be a fact, and not contradicted, that in the housing of the Indian coolies in particular the bye laws are not observed ?—Yes.

M-915. In your estimates of the cost of the proposed buildings under the new Bill have you assumed that the bye laws will be broken equally in your

new buildings, or have you assumed that they will be observed ?—I assume that they will fall into line with the treatment given to other buildings in the same area.

M-916. Then you have not made any special provision that the bye laws shall be observed there ?—No.

M-917. Would it not be setting up a bad example if buildings built under semi-public auspices proceeded to allow 50 people to crowd in a place where the bye law said there should be 10 ?—The buildings when so used will not belong to us, and I am not hoping to create a new heaven and a new earth. I do not see how one set of owners can possibly adhere to regulations which other people do not adhere to, and run their building on an economic basis.

M-918. I see the difficulty but still you would be what I believe the lawyers call an accessory ?—I agree from a legal point of view. I do not think we should really be responsible at all, but I quite agree that, if it is not possible to get a rigid or at any rate a much more rigid adherence to public health bye laws, we cannot hope for much improvement. We hope to build enough houses to enable the public health authorities to use their powers without having cases of unquestioned hardship brought to their notice. For instance, if you turn out in the rains all the coolies who are sheltering in a room because it is over-crowded they will have no place to go to. But if you create more buildings this difficulty to a great extent will be obviated.

M-919. Your opinion is that this scheme will help the health authorities to put into force the bye laws ?—I hope so.

(The witness withdrew).

BURMA.

Sixth Meeting.

RANGOON.

Friday, 31st October 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT
U AYE MAUNG
U HLA BU
} *Assistant Commissioners.*

Mrs. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN
} *Joint Secretaries.*

Mr. S. A. S. TYABJI, Mr. ABDUL BARI CHAUDHARI, Mr. E. P. PILLAY, and Dr. P. A. NAIR, representatives of Indian Labour in Burma.

M-920. *The Chairman* : Mr. Tyabji, who are the representatives, besides yourself, of Indian labour in Burma who have submitted this memorandum ?—When we learnt about three months ago that the Royal Commission on Labour was coming to Burma, knowing how disorganized Indian labour was at the time, we felt it necessary that some sort of a temporary oraganisation should be created to collect such facts and materials as may be of use to the Commission. We therfore immediately called a meeting of labourers in Rangoon, and at that meeting we elected a committee of persons who were either employers with large views on labour questions or who, though not being employers of labour, had been in some way connected with the labour movement in Burma. We appointed a committee consisting of Raja Reddiar, a large employer of labour and a very beneficent man, Mr. Abdul Bari Chaudhari, who is the President of the Labour Association which has been working for about 10 or 12 years now.

M-921. Are those Indian labourers ?—Yes. Then there were myself Mr. Venkatasami, who is nominated member in the Legislative Council representing labour, Mr. E. P. Pillay, who is an elected member of the Legislative Council, mostly on labour votes, Dr. Nair, who is the President of the Postal and Telegraph Menials Association and Mr. Kolande. So that, about 10 or 12 of us were appointed for the purpose of collecting such information as we thought would be useful to the Commission and with a view to bring out what we considered to be the salient factors with regard to labour problems in Burma.

Although we know that it is not primarily our duty to find out ways and means, which is the special purpose of the Royal Commission, still we have made bold to make such suggestions as we thought might be of some value to the Commission. If they are right, they would be of so much more value ; if they are wrong, perhaps their fallacy would help the Commission in finding out the right ways. I trust the Commssion will understand that it is only a labour of love that we are doing, and we do not in any way think that the memorandum we have presented is perfect in all ways.

M-922. We understand now clearly that it is submitted by a group of Indians who have taken the lead in thinking about and working for the interests of Indian labour in Burma ?—Yes.

M-923. It does not represent any permanent organization except in so far as one or two of the individuals are at the head of other organizations ?—No. We had about three Presidents of different labour associations in this committee.

M-924. You have spoken of a labour association of which the president is at present with you. How far is it a living body at the present time ? Does it collect subscriptions ? Is it in any sense a trade union ?—It is not a trade union. It is a living body. It collects subscriptions, and in its own way it is doing good work.

M-925. What is its purpose ?—Till now it has mostly concerned itself with the labour which comes from Chittagong and Bengal side, although its intention is to make itself more cosmopolitan.

M-926. Does it have a membership amongst the actual workers ?.—Yes, it has a membership of nearly 16,000.

M-927. And that body is not asked to submit its views separately ; they are found in the memorandum which you have submitted ?—Yes, because the President himself is with us.

M-928. You have suggested the appointment in Burma by the Central Government of a Protector of Immigrants or Labour Commissioner and also the appointment of officers in the recruiting areas in the countries from which this great volume of labour comes. Is it your suggestion that they should be paid by their respective Governments, or that they should, on the analogy of Ceylon, be paid out of the fund which was really raised by the employers who were going to employ the labour ?—As we look at the problem, we see two distinct sides to the question : one is the purely recruited labour, which is recruited in India.

M-929. That is about 20,000 or thereabouts ?—Yes. With regard to labour recruited in India, we suggest that some type of agency should be created, before which the agreements, loans, etc., may be made. With regard to Southern India, from where a very large amount of labour goes to Ceylon, we were thinking that perhaps the same agencies which are serving Celyon might also be able to serve Burma, because of the small number of about 20,000 people coming from Madras side as recruited labour.

M-930. But do not the Telugus come from another part of Madras ?—They come from Ganjam, Godavari, the Northern Sircars. At the time we

did not go into this. It was a chance idea that the agencies which serve Ceylon may be able to serve this purpose also. The point regarding labour which comes to Burma from a different part did not strike us at the time. With regard to Bihar and Orissa and other places, so far as we know, very little recruited labour comes from there. So that, in our opinion, the question of appointing the agencies really may not arise.

M-931. With regard to the 300,000 who come over here of their own accord and at their own charge in search of employment, is it your suggestion that control should be imposed upon that migration ?—No.

M-932. The group of people for whom you speak are in favour of the free entry, with the exception of some restrictions placed on recruitment by *maistries* ? —Yes, because we found that the labourers themselves have thrown off the system of recruitment by *maistries* to a certain extent.

M-933. You will see the difference between recruitment by *mistris* and recruitment by some semi-public body as is the case in Ceylon, which sets itself up to abolish the evils that were admitted under the *mistri* system?—Even if we could eliminate the evils of the *maistry* system and have instead a system similar to that of Ceylon, what comes in the way of recruitment is the seasonal type of labour that is generally prevailing in Burma. Almost every trade is seasonal.

M-934. The great bulk of these Indian workers who come for periods between two to three years at a time leave their wives and families behind them in their country. Do you and your friends, as leaders of Indian opinion in Burma, wish that they brought their wives and children with them for the periods they spend here, or do you think, on the whole, taking the balance of things, it is better that the wives and children should stay behind in the country ?—However much we may think it to be desirable that the family should be with them, conditions in each type of labour are so very different that we have not been able to make up our mind as to what can be done with regard to the question.

M-935. *Mr. Cliff*: Is there some difficulty in the way in Burma, or is the difficulty in India, or in both places ?—The difficulty is in both places. In many cases there are the family lands and children to be looked after. If the families come over here, the impermanence of labour, the length of time during which the labourers very often have to remain unemployed, the type of work which takes them to unhealthy places, the distances which they have to go forwards and backwards between the rice milling season and the rice agricultural period necessitate their leaving their families behind somewhere, they themselves going in another direction. These are matters which make it difficult for us to say as to where the balance is.

M-936. *The Chairman*: From what you have already said, I take it that the provision of family quarters to which Indians could bring their wives and children would affect only a small proportion of the whole ?—I believe so.

M-937. That is for the reasons you have just given, that they are moving about very largely ?—Yes.

M-938. Should I be correct in suggesting a further factor, that there would not be work for the women folk in the occupations which the men follow when

they come over here, whereas there is no doubt there is some little work for them in their country on the land where they stay ?—I believe that would be correct if any large number of Indian women were concerned.

M-939. I am thinking for the moment comparatively, say, with the cotton mills in Bombay or the jute mills in Bengal, where there is a substantial amount of work for women. You do not see anything of that kind in Burma which would lead Indian labourers to think it worth the risk, and in addition to the causes you have already mentioned I take it that in the case of large bodies of labourers like the Oriyas, for instance, there is a religious difficulty which is one of the causes for leaving the women behind ?—That is so.

M-940. Regarding indebtedness, you have drawn attention to the evils of the *mistri* system, where there is an advance offered by the *maistry* and taken by the man before he leaves his home and which hangs round his neck and perhaps increases during the period of his work in Burma. Apart from your suggestion of an officer to countersign the receipt for any such advance, you make an interesting suggestion that no one should be allowed to advance or to borrow (I am not quite sure which) more than what could be paid off within six months. Do you mean more than six months' wages ?—We mean that he should not be given a loan of more than three months' wages.

M-941. Have you considered how this suggestion could be put into a statute ?—We have not thought about it.

M-942. At present the law courts are pretty busy in making attachments against wages and salaries for recovery of money-lenders' debts; is that the fact in Burma ?—Yes.

M-943. Does that affect the Indian labourers ?—Yes.

M-944. Would you be in favour of abolishing that power ?—Yes.

M-945. Do you think that would give a certain amount of relief or help in the way of lessening the volume of lending ?—I believe so.

M-946. *Sir Victor Sassoon* : Are your suggestions for the appointment of a Protector of Labour limited to recruited labour and not to the free labour ?—There are two portions of it. One portion of the agencies on the other side of the Bay of Bengal refers to that part of labour which is recruited in India, and the suggestions with regard to Burma itself are with reference to both, that is, the labour that is recruited in India and comes over here and the labour which comes free to Burma.

M-947. You restrict it to Indian labour only ?—Yes. We have restricted ourselves to Indian labour, because we know the conditions of Indian labour more accurately.

M-948. But the protector could not protect the labourers any more than they can be protected by anybody else under the ordinary law of the land ?—That is not so in my opinion. There are many laws with regard to labour which are broken. There are many moral laws also which are broken, and the Protector that we have in view would not only enforce the legal laws, but would take care of labour and its problems.

M-949. He would put into force existing laws in favour of Indian labour. But how could he put into force against employers what you call moral laws ?

Could you give an example ?—Take, for instance, the question of liquor shops at the doors of factories. That is a sort of problem regarding which we have been agitating in Burma for ever so long, and we cannot get rid of the liquor shops in front of the factory doors. If there was a Protector of Labour, he would be in a position to get facts and figures with regard to what each shop was doing.

M-950. Your point really is that he would collect evidence which may enable the law of the province to be altered ?—Yes.

M-951. Does your memorandum mean that there should be statutory provision that every employer of labour employing more than 100 men should provide housing for 100 per cent. of his staff ?—We should like to see that done.

M-952. Do you think that practical in the case of seasonal labour, where a great deal of casual labour may be wanted for certain periods of the year and none for other parts of the year ; take, for instance, stevedore labour where I understand several thousands are wanted in the first three or four months of the year, but very few in the other months of the year ?—I quite agree that the suggestion as worded is rather vague ; I am only referring to factory labour, because that labour is a very compact body and they are more or less permanently in one employment.

M-953. What about rice mills ?—In rice mills I think almost everywhere up country the very large majority of labour is housed while it is working in the rice mill.

M-954. Do you differentiate between a factory up country, which is isolated, and a factory in a town like Rangoon ?—I think it would also be advisable, from labour's point of view, in the case of a town.

M-955. Would this housing be provided free of charge to labour ?—I should think so.

M-956. If that is so, you quite appreciate that the employer would limit it to those who were actually working for him, and would insist on the right of evicting men he dismissed from his employment ?—Yes.

M-957. You would allow that ?—Yes.

M-958. I do not know whether you are aware of the fact that in other countries labour leaders consider it is rather too much power to put into the hands of employers, and there is a feeling that work people should be allowed to house themselves where they wish : that they should not be dependent on housing provided by employers ?—I appreciate that may be so in countries where labour problems have passed the stage at which they are at present in Burma.

M-959. You realize that I am limiting my questions to towns ?—Yes. So far as Burma is concerned, the question of housing labour has been agitating the minds of the people for about 10 years, but neither the Corporation nor the Government has shown itself active in the matter. If we wait till employees in factories are provided with housing by Government or the municipalities, I do not know how long we shall have to wait.

M-960. Do you think it is a practical proposition, as things are now, for a town like Rangoon, to make it a statutory duty on everybody employing 101 people in a factory to provide housing ; would they be in a position to supply housing ?—I will deal with the matter on a practical basis. Almost every saw mill here has some type of accommodation for its employees ; the rice mills have a considerable amount of accommodation for their employees ; I think the oil refineries have housing accommodation for about half their employees ; the rope factories provide a certain amount of accommodation ; there are I think 3 or 4 match factories and one of them has provided very considerable accommodation.

M-961. So that you think, generally speaking, they have got enough land on which they could house the balance of their people without any real difficulty ?—I believe so.

M-962. In your memorandum you quote certain figures given by Dr. Dalal. Have those figures been checked by your people in any way ; do you understand them at all ?—No ; we have no material.

M-963. You appreciate the difficulty one has in trying to understand them ?—Yes.

M-964. We had better ask Dr. Dalal about those figures, as you cannot help us ?—Yes.

M-965. I take it that outside monsoon periods the overcrowding of houses in Rangoon is not actual, in that a large number of the inhabitants would probably be sleeping out, as they do in other parts in the cities, only using the room as a place in which to keep their belongings ?—That is so.

M-966. *Mr. Cliff* : Does that mean they are homeless ?—Practically, except that I would qualify that statement by saying that their boxes have homes, but not them.

M-967. The room is a repository ?—Yes.

M-968. *Sir Victor Sassoon* : That would mean that they would actually find it necessary to sleep in those rooms, because they need shelter, only during the monsoon period, which would extend over how much of the year ?—From about the middle of May to about November.

M-969. A large number of these men would not be employed, or only employed a few days in the week, during that period, would they not, from what we have been told ?—They may not be employed very regularly in their own sphere of labour, but a very large number would find small jobs here and there.

M-970. So that generally speaking your view is that those who are not employed in their real occupation in those out of season months are in a position to make a livelihood by a secondary occupation ?—I do not know whether they make enough to make a livelihood.

M-971. *The Chairman* : Shall we say a precarious livelihood ?—Yes.

M-972. *Sir Victor Sassoon* : Would you consider it a good thing for them to come to Rangoon only during the period in which they can be fairly fully employed, leaving Rangoon during the off season, making it really a seasonal

trade ?—That brings us up against other problems ; for instance, what would be the number of workers who would be required during the monsoon.

M-973. Might not that difficulty be overcome by employers maintaining a permanent labour force all through the year, taking on additional casual labour when there was more work ?—We should like that to be so, because we say there is too little permanent labour ; but then, would it pay the labourer to pay his fare backwards and forwards for 6 months ?

M-974. In other parts of India where they admittedly have no secondary occupation, they find that it does pay them, because the cost of living in their villages is so much less than in the towns. You say they have a secondary occupation, which may make it worth their while to stop ?—It is just possible that the small amount they earn in that way may make a difference as to whether it is worth their while to incur the cost of coming and going.

M-975. If something of that kind could be done, it would relieve the overcrowding of houses during the monsoon period ?—Yes, it would ; but I think it would be very difficult to arrange that, so many other factors come in. For instance, the labour force which comes here to the rice mills could not go away for the monsoon period because the work of the rice mills is not over before the monsoon. When the work of the rice mills is finished, a good deal of the workers go out to do agricultural work.

M-976. So that they really have sufficient employment throughout the year ?—Some of them have. Out of the 4 lakhs we calculate that a lakh of Indians go in for agricultural work.

M-977. Is there any agreement here as to what is the period of seasonal labour, which I take it would vary from industry to industry ?—That is so. A rice mill in one district may close before a rice mill in another district.

M-978. Do not answer this question if you would rather not : have you any views as to the difference of efficiency between Indian labour and Burmese labour under the same conditions here ?—In certain types of work the Burmese labour cannot be beaten, for instance, in the forests, and in the industries where they have to do more skilled manual operations. On the railways, in road making they are not found satisfactory, but as carpenters, blacksmiths, fitters and in the machine shops they are very good. Any very long and continuous work does not suit them very well ; they want breaks in their work.

M-979. *Mr. Ahmed* : You feel that the cost of carrying out the improvement of the housing of the workers should be met by the employers, because it is for the benefit of the employers that the workers have come here and placed themselves in these misreable conditions ?—So far as the labour is concerned, leaving aside all questions of principle, it is beggar's choice I think.

M-980. But in your opinion employers should come forward and provide housing accommodation ?—Yes ; a very large number of industrial organizations here have provided some sort of housing, and I believe they are in a position to provide more.

M-981. With regard to welfare you say in your memorandum that the employers supply nothing, there is no agency, no provision of refreshment shelters ; with regard to physical culture, recreation and amusement nothing is given to them ; the result achieved is nothing ?

M-982. *The Chairman* : After your visits with us in the last few days would you hold to this ?—Not entirely.

M-983. *Mr. Ahmed* : I visited with you some of the housing accommodation of Messrs. Steel Brothers ; that is very regrettable and ought to be altered ? —I think it ought to be improved.

M-984. You have given figures indicating that an unskilled labourer in factories gets an average pay of Rs. 22-8-0 per month.

Sir Victor Sassoon : Does that include free housing ?

The Chairman : You mean Rs. 22-8-0 in cash ?—Yes ; it might or might not include free housing.

M-985. *Mr. Ahmed* : I expect you have considerable knowledge as to the cost of living here ; in your opinion is that Rs. 22-8-0 sufficient to cover the cost of living of a worker, his wife and two children, whether the wife and children are in this country or have been left in India by an Indian immigrant ? —In our opinion it is not very much.

M-986. And more is necessary to provide a living wage for the maintenance of the worker, his wife and children ?—The more we can get the better.

M-987. *The Chairman* : How does this Rs. 22-8-0 compare in your opinion with their earnings in their own country before they come here ?— I have no idea.

M-988. *Mr. Ahmed* : So Rs. 22-8-0 is not sufficient for the maintenance of himself, his wife and children ?—It depends upon several factors ; it depends upon his debts and whether he gets fairly continuous employment.

M-989. *The Chairman* : And how much he spends on drink ?—That is another factor, and how much he spends on doctor's bills.

M-990. *Mr. Ahmed* : But excluding drink and other luxuries, is Rs. 22-8-0 sufficient for the maintenance of his wife and two children ?—No. I do not say it is insufficient in every case ; I say it depends very largely on conditions. If a man is fairly steady, does not drink, is careful of himself and has regular work, he may be able to live here and send some money to India.

M-991. But the sum he will send to his wife and children in India will not be sufficient ?—I could not say.

M-992. *Mr. Cliff* : Is not there a Protector of Immigrants here in Burma ? —Yes.

M-993. Does he not meet the need which you put forward in your memorandum ?—He falls short of what we desire.

M-994. In what way does he fall short ?—Generally he is an officer of the Government of Burma, and naturally it is our sentiment that, things being as they are, he can hardly be expected to be a strong labour man in view of the European interests and other large vested interests in Burma and Rangoon. During the last strike we did not find him doing anything particular with regard to the protection of Indian immigrant labour.

M-995. In the last strike all labour at the time of the strike was Indian, was it not ?—Yes. With regard to the drink question, in our opinion he is not

strong enough to fight the Excise Department of the Government. In our opinion, therefore, what we want is a man with a bigger status, a man whom the Government of Burma would look upon with a greater amount of respect, as would also the Government of India.

M-996. *The Chairman*: I take it you want a man who would have no other duties ?—We wish he would have no other duty except that of taking care of labour interests.

M-997. *Mr. Cliff*: You want that the Protector should in times of dispute prefer and voice the claims of labour ?—Yes.

M-998. Why do you say that the Protector of Immigrants is susceptible to pressure from European employers ?—I cannot prove it, but that is my feeling about the matter.

M-999. *Sir Alexander Murray*: Then it is his fault and not the fault of the employers ?—Yes, primarily it is his fault.

M-1000. *Mr. Cliff*: Did you or any other representative of Indian labour put forward the case of Indian labour before the employers or the Protector of Immigrants during the last riots ?—Many of our members were out every day doing what we could. The Indian Chamber of Commerce here in which some of us are members interviewed the Government. We also interviewed the stevedores.

M-1001. Did the representatives of Indian labour make any representations when the Government suggested a settlement and asked the conciliation committee to work it out ?—No. The time was such that we felt that nothing could be done.

M-1002. Were you consulted by Government ?—No.

M-1003. *U Aye Maung*: Was not the settlement arrived at after consulting the representatives of Indian labour, the stevedores, the representatives of Burmese labour and the Shipping Agencies ?—I believe there was some such consultation.

M-1004. *Mr. Cliff*: Have you or any of your friends any considerable experience of Indian industrial labour in Burma, and if so are you recognized in Government circles as representatives of Indian labour ?—Some of us do take an active part in movements connected with Indian labour; but as a rule such persons are not looked upon with favour by the Government.

M-1005. With regard to trade unions, have you any instances to show that European concerns have generally been antagonistic to the formation of trade unions ?—For instance, we saw that the Burma Corporation at Namtu was not in favour of the establishment of trade unions.

M-1006. But you wrote this memorandum before we visited Namtu. What is the basis of your statement in the memorandum ?—I know that the Burma Railways, the Irrawady Flotilla Company, and the Burmah Oil Company are all against the formation of unions of their workers.

M-1007. Have you ever tried to form a union of the workers in these industries ? Attempts have been made, but the leaders of the movement, were at once dismissed.

M-1008. Have you or any of your workers been shadowed by the Criminal Investigation Department ?—Yes. When the appointment of the Royal Commission was announced we began to work to collect materials for the Commission. We were then shadowed by the C. I. D.

M-1009. Who are the main consumers of opium ?—The Indian and the Chinese workers. The Burmans do not consume opium.

M-1010. Does Government get any large revenue from opium ?—It gets Rs. 50,00,000 in Burma alone.

M-1011. With regard to drink, have the representatives of Indian labour put forward any suggestion concerning the restriction of hours of sale, the number and the location of shops and so on ?—There is a Municipal Advisory Committee in Rangoon which has put forward many useful suggestions before the Excise Commissioner. Many resolutions have been proposed in the Legislative Council, but none could be passed because of Government opposition through fear of losing revenue.

M-1012. *Colonel Russell*: What was your general impression of the physique of the labourers such as we saw this morning ?—I think their physique was good.

M-1013. Have you made any investigation of the diet of these labourers ?—I have not made any detailed investigations myself, but my impression is that they do not get enough.

M-1014. Have you any detailed suggestions to make with regard to a housing scheme for labourers in Rangoon ?—I should like to see a number of houses put up near Ahlone where the land has been reclaimed. The sewered area is very near to that site and sewers could easily be extended there. Tube wells can be sunk for water supply and the Hlawga lake water can be utilized for the sewerage.

M-1015. Have you any suggestion to make as regards increased medical facilities for the labouring classes in Rangoon ?—I have no detailed suggestions to make, but I may say that Government might give more grants to free dispensaries like the Ramakrishna Mission dispensary which is giving free medical aid to labourers.

M-1016. Has the Provincial Public Health Board any power to interfere with the public health administration in Rangoon ?—No, it has no jurisdiction in Rangoon.

M-1017. Which are the 2 or 3 factories where you say children are admitted against the rules ?—I am sorry it is wrong.

M-1018. *U Hla Bu*: Do you know of any means by which the formation of trade unions can be encouraged without fear of victimization ?—There should be a Government Labour Bureau with an able and independent officer who will see that labour is given fair play and no obstacles are put in the path of organizing unions.

M-1019. Is it not a fact that ten years ago Indian labourers were not employed in Upper Burma, but recently they have gone to Upper Burma and thus caused unemployment among Burmese labourers ?—I am not aware of it.

M-1020. *U Aye Maung*: The Government Memorandum says that the dietary and physique of the Burman labourer is superior to that of the Indian labourer. Therefore would not the Burman labourer be more efficient than an Indian labourer ?—It depends on the type of work. Take loading and unloading ships; it requires not merely physique but also some skill. If the Burman labourer is trained to the same standard as the Indian labourer he may become equally efficient.

M-1021. Do you not think that the unemployment problem here can be materially solved if some check is placed at the source and only that number which is required by the employers is allowed to come ?—That is a most complicated problem. For instance, on what basis is any check to be placed on the migration; would the check be on the basis of occupation on, say, earth workers who come from Orissa, or on the shipping labour; if you reduce the shipping labour to what extent can it be reduced, because when the shipping labour is not working as such it is doing some other subsidiary work. If the labour is reduced beyond a certain limit it would not only affect the shipping labour but would also affect the subsidiary labour. In the same way if you reduce the rice mill labour it might affect the cultivation labour.

M-1022. *Sir Victor Sassoon*: Are the secondary occupations enough to give the labour which is unemployed in the main occupations a living during the year ?—It is not possible to say.

M-1023. *The Chairman*: May I take it what you mean is this that the case of Burma as compared with that of Ceylon is very different ? The diversity of occupations and of employers even in the case of some men during a single year adds a complication which is not present in the case of Ceylon or Malay where the employers are more or less a compact body and are able to indicate what the needs of their industry are ?—Yes.

M-1024. *U Aye Maung*: Do the coolies who come to Burma of their free will decide amongst themselves before they leave India as to the particular industries in which they should seek employment ?—The labour which was working, say, in the shipping line would naturally come back to the same line and attach itself to the same labour contractor.

M-1025. Do you then mean to say that the same people come over and over again and there are no new recruits ?—No. What I say is that the new recruits naturally take to the same trade that their friends of the same village have taken up.

M-1026. *Mr. Tait*: From your experience as an employer of labour and taking into consideration the present depressed condition of trade in Burma and also the cost of living in Burma, what would you say is a fair monthly wage for an unskilled coolie ?—Is it not rather an unfair question to put to the representative of an organization which has come to represent labour here ?

M-1027. I merely want to get an idea as to what you think is a reasonable wage ?—I think it is about Rs. 27-8-0.

M-1028. You say that a stevedoring coolie working for only 10 days in a month earns Rs. 17-8-0 and another Rs. 10 from other sources of labour. So that on your own admission the average coolie working on stevedoring work

to-day is getting a fair wage ?—He is not getting a fair wage from his sphere of employment ; he gets that Rs. 10 from subsidiary work.

M-1029. It does not matter where he gets his earnings from so long as his earnings represent a fair wage ?—Our point is that he does not get a fair wage from the sphere of labour to which he is attached.

M-1030. *Sir Alexander Murray* : There is always a surplus in dock labour ?—I believe so.

M-1031. *Mr. Tait* : You think that a coolie who is earning Rs. 23 or 24 a month in casual work, in mills, in the bazaars and on earth work, is really being paid a reasonable wage ?—No, because he does not get permanent labour.

M-1032. If he works for 20 days in a month more or less permanently and still gets Rs. 24 a month he has nothing to complain about ?—If he can get it, but the point is whether he does get it.

M-1033. It does not matter to you, does it, whether he gets Rs. 24 for 30 days work or for 20 days work so long as he gets Rs. 24 ?—I think that if a labourer could get about Rs. 24 a month throughout the year it would be a fair wage.

M-1034. *Mr. Cliff* : Are you in favour of a minimum wage of Rs. 24 for all labour ?—Yes.

M-1035. *Mr. Tait* : Would the minimum for an Indian worker be different from the minimum for a Burman worker ?—My own idea is that it is not different.

M-1036. You think that there is no difference in the standard of living between the average Indian coolie and the average Burman coolie ?—No.

M-1037. You therefore dispute Mr. Bennison's budget figures ?—I dispute them from the point of view of the definition of cost of living.

M-1038. *Sir Alexander Murray* : Do you think that a Burman requires more money to live comfortably than an Indian ?—The point is whether luxuries come within the question of standard of living. Suppose two men draw the same amount of pay and one wears a cotton *lungi* while the other a silk one.

M-1039. *Mr. Tait* : Never mind about the luxuries ; take into account only the essentials ?—I do not think that the cost of living is different.

M-1040. You do not think that an Indian coolie who is a vegetarian and does not eat fish or meat is different from a Burman coolie who eats both these things ?—I do not think there is much difference.

M-1041. With regard to your suggestion for the establishment of a minimum wage board, will you give us an idea as to how this board should operate throughout the province of Burma ?—You have, for instance, the Irrawaddy river trade. The board would decide as to what the lowest wage of the *khalasis* should be, what minimum should a fireman or a serang get ; in other words, the board would decide the wages for each class of labour in all trades.

M-1042. Would Rangoon be on a different basis from Nantu, for instance ?—May probably be.

M-1043. *Sir Alexander Murray*: Would Syriam be different from Rangoon ?—No.

M-1044. *Mr. Tait*: Are you aware that the labour in the forest camps is indigenous to the district ?—I am.

M-1045. So that the mere fact that the district is malarious has nothing whatever to do with the industry concerned ?—Although the labour is indigenous it lives in villages which are not amidst the timber forests, and has as a rule open ground round it.

M-1046. *Mrs. Luce*: I think you said that Burman coolies employed on road making are not as good as Indian coolies ?—I do not think I said that. What I said was that Burman coolies did not prefer that kind of work but that they were particularly good in certain spheres of labour.

M-1047. You think that they are not as good as Indian coolies because they do not like this long and continuous work ?—That is my experience.

M-1048. Are you aware that in the out-skirts of Rangoon and also in some other districts a number of big contractors have engaged Burman coolies, both men and women, for road making and they find that the labour is very satisfactory ?—I am very glad to hear that.

M-1049. You will admit, I take it, that Burmese men and women are just as strong as Indian coolies are ?—I believe they are just as strong and just as clever as Indian coolies are.

M-1050. Do you think they are even superior to Indian coolies in physique ?—That I am not prepared to say.

M-1051. Would you like to see them encouraged in all spheres of work ?—Yes.

M-1052. *Mr. Birla*: Does it reflect great credit on the relations between Indian employers and Indian employees that you employers should have come here to advocate the cause of Indian workers ?—It is for the Commission to judge that.

M-1053. Does it show that the Indian employer irrespective of his own interest is always prepared to play a fair game ?—I hope so.

M-1054. *Sir Alexander Murray*: Do you think that Indian employers treat their labour better than European employers ?—There are some cases in which they do and in some they do not.

M-1055. *Mr. Birla*: Leaving aside the question whether it was practicable or not, would you suggest that in the interest of Indian labourers and in the interest of good relations between Burman and Indian labour some sort of check should be exercised over the immigration of Indian labour to Burma?—I am not at all certain whether that check which may look good may not be harmful occasionally.

M-1056. You are not prepared to give any decided opinion on that point ?—When I said that I had in mind a case of this nature: Supposing you have a bad agricultural season this year you will have a large stream of unemployed labour from the agricultural side, and consequently for the next

year you may cut down the number of emigrants from India. But supposing you have a good harvest next year the Burman labour would again flow into the agricultural channel with the result that you would be short of labour for your industries.

M-1057. *Mr. Cliff*: That will raise the economic position of the worker ?—It may to a certain extent, but it may act contrary also where an industry finds that it is very shorthanded.

M-1058. *Mr. Birla*: Am I to understand that for a long time to come Burma will have to depend on a regular supply of labour from India and therefore in the interests of both countries no check should be imposed on free emigration from India to Burma ?—As you know, we have suggested the appointment of a Labour Commissioner from India, and in our opinion the question is so difficult to deal with that it will be worth his while to consider these points very carefully for 2 or 3 years and then decide whether a check is necessary and if so what sort of check should it be.

M-1059. You have an open mind on the question ?—Yes.

M-1060. Do you think it would be a good suggestion if the tax which at present is levied on passengers leaving Burma for India and other countries was abolished and instead of that some tax was imposed by the Government of India, not by the Government of Burma, on workers leaving India for Burma with a view to exercise a healthy check by not unnecessarily encouraging Indians to come to Burma and cause unemployment among their own countrymen ?—I do not think India could put a check of that nature so long as Burma was a province of India, but if Burma were separated from India then it would be a different problem altogether.

M-1061. What you mean to say is that politically it would be a bad precedent to impose taxes on workers migrating from one province to another but if Burma was separated it would be a different matter altogether ?—Quite so.

M-1062. In view of what you said in reply to Sir Victor Sassoon that except in monsoon most of the workers sleep outside their houses are we to take it that overcrowding is not so much as it is thought to be ?—The overcrowding may not be so much in the rooms but surely it is not a good thing for the workers to sleep on the streets with all the filth lying round.

M-1063. Being a Rangoon man yourself do you say that it is a common sight to see people sleeping on roads in Rangoon during the months in which there are no rains ?—It is a common sight.

M-1064. Do they sleep on cots ?—No ; they sleep on stone slabs.

M-1065. Would you say that even the women sleep outside ?—I think the women generally sleep inside.

M-1066. Most of the streets are very narrow and therefore the area of the road cannot be bigger than the area of the houses situated on its two sides ?—I shall explain that in a general way. They sleep not in the streets so much as in the bigger roads. For instance, if there is overcrowding in Brooking street they will sleep on the Brooking street side. In these streets there are certain narrow passages over gutters where they sleep. They go to bigger streets where there is enough room.

M-1067. So they do not sleep in the same street in which they have their rooms ?—Sometimes not.

M-1068. In your opinion it does not give much relief whether they sleep outside or inside ?—They have some air to breathe outside.

M-1069. You suggest two sets of recommendations, one for recruited labour and the other for labour engaged locally, and I find that in the case of the former your suggestions are not as stringent as those in the case of the latter. For instance, with regard to labour engaged locally you suggest that the *maistry* should not be allowed to make payments in the way in which he is doing now but in the case of recruited labour you do not want to suggest any change ?—It is not that we do not wish to change it, but the difficulty is how to change it. It is the method.

M-1070. But you say subsequently " We do not think the *maistry* system could altogether be done away with ". That means you do not want to change the system ?—We have gone into the matter so far as we could, and we could not see any alternative to the present system.

M-1071. Would you like to impose on the *maistries* associated with recruited labour the same restrictions which you have recommended in (2), (3) and (4) in the case of *maistries* engaging local labour ?—That is not possible. For instance in (2) we have recommended for labour engaged locally that the *maistry* shall receive an agreed remuneration either per head of labourer employed or on percentage of work done. The *maistry* employs the man locally, and there is no question of a loan to or its recovery from the employee. In the case of recruited labour, the *maistry* as a rule has given some money to the employee.

M-1072. Do you approve of that sort of system ?—We do not, and that is why for the purpose of reducing the loan system we have proposed Nos. (3), (4) and (5) for recruited labour. We do not anticipate that we could do away with recruited labour all at once.

M-1073. Indirectly you are giving your blessing to a system which is very much condemned ?—We would very much like not to give any blessing to that system. We would like to see the system abolished, but it can be done only slowly.

M-1074. *Sir Alexander Murray* : Out of 425,000 only about 25,000 are recruited in India. Surely, it is a simple matter to abolish the system ?—If it is possible.

M-1075. Why can it not be abolished ?—It cannot be done all at once, though we would be very glad if it were abolished.

M-1076. *Mr. Birla* : Would you recommend that all the suggestions which you have made regarding locally recruited labour should be applied also to recruited labour ?—With regard to recruited labour, some of these conditions cannot be applied, because of the connection between the *maistry* and the labourer.

M-1077. Why should you be so anxious about the connection between the *maistry* and the labourer?—If it can be arranged that the *maistry* will get only his agreed remuneration and that the worke will be paid direct by the employer

surely you would not care what happens to the *maistry* ?—We are in this position, that we have taken a moderate view of it and have suggested certain ways by which we think the evils of the recruited system may be reduced. Instead of suggesting some drastic step for absolutely cutting it out, we have suggested certain ways which we think would reduce it gradually, ultimately leading to its abolition. If that is the view that you take, and if recruited labour does come to Burma, then some of our suggestions regarding labour engaged locally could not be applied to it. If recruited labour was done away with, then the restrictions for labour engaged locally could be applied to all labour.

M-1078. You think that so long as recruited labour comes through *maistries*, the restrictions suggested for locally engaged labour would not apply ?—Yes, some of them.

M-1079. *Mr. Clow* : You estimate that out of the 350,000 that come across, very few are recruited in India ?—We say it is somewhere about 20,000.

M-1080. How do you suppose the remaining 3 lakhs find their way across ? Who pays for their passage ?—Some of it is paid by their own people, or by men who may have collected some money ; others take a loan.

M-1081. You think it probable that a good deal of that labour is assisted by their own people ?—Yes.

M-1082. Or by men who act as *maistries* here ?—No.

M-1083. I understand from the current report of the Chief Inspector of Factories that there is a tendency to move away from the larger rice mills which are subject to the Factories Act and to build smaller factories which, owing to the fewer people they employ, would not be subject to regulation. Have you considered the question of the regulation of such smaller factories ?—There are quite a large number of these small mills springing up, and I would be in favour of regulating them.

M-1084. You do not express any definite opinion either in favour of or against sickness insurance ?—We have not studied it.

M-1085. The payment of wages in Burma generally is once a month ?—Yes.

M-1086. There is no demand for fortnightly or weekly payment ?—I am informed that some *maistries* do pay weekly or fortnightly.

M-1087. Would you be in favour of an attempt by legislation or otherwise to secure payment on a shorter basis, on the basis of a fortnight for example, as it would be advantageous to labour ?—It would no doubt be advantageous to labour, but in many instances labour cannot be paid even once a month, although the general rule is to pay once a month. If you reduce it still further, I do not know what will happen.

M-1088. You mean there are long delays ?—Yes.

M-1089. Are you in favour of doing something to check it ?—Yes.

M-1090. As regards the present condition of housing, your contention, I understand, is that the rules made by the Corporation are not enforced ?—That is so.

M-1091. Would you be in favour of a very rigid enforcement of them now ?—No.

M-1092. Do you not think, if that is done, it would lead to a fairly straight solution of the problem, either by driving them back to India or in some other way ?—I do not know where they would go to.

M-1093. To India of course ?—Of course they can go to India. If you want to drive them back to India, that certainly could be done.

M-1094. *Sir Alexander Murray* : Would it drive them back to India ?—It may. That is one of the ways. I have never visualized such a position that the Corporation would push the men out. It would not be a reasonable position.

M-1095. *Mr. Clow* : Do you not think it is possible to work up to such a position ?—It is possible, but I do not think it is a human position.

M-1096. Do you not think it is in some ways more humane than their present condition ?—I think it would be far more human if you told the Indian labourer not to come here.

M-1097. *Sir Alexander Murray* : Regarding the Assistant Protector of Emigrants and Immigrants, you say that his position is one of great trust and responsibility and offers many sources of temptations : what have you in view ?—He may be tempted by the *maistries* or the shipping companies. For instance, a ship comes loaded. If there is sickness on board, or perhaps a bad case, it may not be reported. I am informed that in diverse ways he can make moneys from the *maistries*.

M-1098. You are suggesting that there should be a Protector of Emigrants, and that he should do all the things which you speak of. Will there not be further opportunities of temptation to him ?—No, because we are altering the status of the person altogether.

M-1099. *Mr. Clow* : Your position is that the salary of the post should be such as to make temptation less profitable ?—Yes.

M-1100. *Sir Alexander Murray* : You say that the person getting loans should come before the Protector of Emigrants, and his seal should be affixed to prove the loan. Supposing he did not come before the Protector, what then ?—We have also suggested that the agreement may be made before an employer.

M-1101. There are thousands of labourers coming from India : many of them would probably be taking loans ?—I do not know.

M-1102. Make it a practicable proposition. We want to see if it is applicable to the circumstances ?—I cannot answer it.

M-1103. Then you say that this officer could help in the recruiting of labour if his help was desired by any employer requiring labour. Is the Emigration Officer or the Agent to the Government of India to recruit labour ?—Yes.

M-1104. If I am an employer and wanted labour, I would go to his office. Then he would have to accept responsibility for me. The cooly would look to him to get his full wages, etc.?—Yes.

M-1105. That is not done in Ceylon or Malaya ?—That does not mean it should not be done here.

M-1106. Do you think it is possible ?—Yes. If it was considered that recruited labour was necessary and, say, Messrs. Steel Bros. wanted labour, then they could, through this agency, perhaps get it. We have only made a suggestion.

M-1107. Your next suggestion is that if a recruited labourer leaves the country without repayment of loan, the officer would help in recovering the said loan. You also say that any loans not recovered within six months shall lapse"; yet you are going to make this officer a debt collector, following the man up to India to collect debts ?—Suppose a man left before six months, it would be easy for a high official of Government to write to the authorities of the district from which the labourer came.

M-1108. Do you think that is Government's function ?—The Workmen's Compensation Act is worked in that way.

M-1109. That is for a man who has suffered injury in the course of his employment, but to make a Government officer to collect debts is a different proposition ?—We have only put in these things as matters which may be considered. If they are not worth while, the Commission may chuck them.

M-1110. In regard to methods of remedying unemployment you suggest the employment of men with local qualifications or, in the alternative, closing down the institutions for such qualifications. Do you suggest that if people do not employ the men trained in the technical schools, the technical schools should be closed ?—Yes.

M-1111. Why ?—What are they going to do ?

M-1112. *The Chairman* : You think it is training them under false pretences ?—Yes.

M-1113. *Mr. Clow* : Would you close down the Universities on the same principle ?—I would, if there was no employment for the men.

M-1114. *Sir Alexander Murray* : There is no employment for many of them now ?—I would close all the Universities ; they would be much better without the Universities.

M-1115. Why do you say that 30,000 Indian labourers die every year in Burma ?—For this reason : take the total number of immigrants for the 10 years of the census, from 1921 up till now ; take also the number of those who have gone back, and there will be a balance in favour of those who have remained. If you calculate the balance which has remained, there should be about 15 lakhs of labourers now. I think you will find this very thing mentioned in the Census Report.

M-1116. The Report of the Public Health Administration in Burma shows that in one year 19,000 died, taking the Hindus and Mahomedans together. And yet you say it is over 30,000 ?—According to their records it may be so.

M-1117. But in many places you are quoting Government records ?—I am not open to accept all their statistics. I have given you certain figures which I cannot get from anywhere else.

M-1118. There are 9 lakhs odd Indians upcountry ?—According to the last census, I think there were 7,50,000.

M-1119. *Mr. Birla* : Have you taken in your calculation men who are living in Upper Burma as well as in Lower Burma ?—Yes, the whole lot of them.

M-1120. *Sir Alexander Murray* : Regarding the shipping labour strike you say that the Conciliation Board was not appointed till the matter had assumed very grave proportions and hundreds of men had been injured. But in regard to state employees in relation to trade union movement you say " But immediately the shipping dispute between Burmese and Telugu leabourers and the stevedores arose, conciliation board was appointed ". Is there not something wrong between the two statements ?—There is nothing wrong, because the riot occurred immediately after the strike. The shipping labour strike lasted about a fortnight or 3 weeks. Then a settlement was arrived at between the stevedores and the Indian labourers. Till then no Conciliation Board had been appointed by Government.

M-1121. *The Chairman* : It was appointed on the riots, not on the disputes ?—Yes.

(The witnesses withdrew.)

BURMA.

Seventh Meeting.

PANEL I.

RANGOON.

Saturday, 1st November 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Mr. A. G. CLOW, C.I.E., I.C.S.

Mr. KABIR-UD-DIN AHMED, Bar-at-Law.

Lt. Col A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT. } *Assistant Commissioners.*
Mr. S. A. S. TYABJI. }

Mr. S. LALL, I.C.S., *Joint Secretary.*

Statement by DHANIALOO and KAMIYA, two godown workers, at the Dunneedaw Saw Mills of Messrs. Steel Bros. and Co.

M-1122. Our native place is Coconada in Madras Presidency ; we have been working here for the last 17 years. We go to our own country once in three years.

M-1123. When we first came to Burma we came voluntarily ; nobody brought us ; we came voluntarily to find work here. The *maistry* engaged us after we came here. We have been working under the same *maistry* all the time.

M-1124. We get Rs. 30 a month each ; the *maistry* pays us ; there are no deductions, we get the whole of that.

M-1125. Every month we send Rs. 15 to our country. We have no land. When we go to our own country we do coolie work there. We have wives and children.

M-1126. We are indebted to the extent of Rs. 200 each. That is debt in our own country. The Rs. 15 we send home every month is used by our wives and families except that once in 4 months the Rs. 15 is used to pay for the debt. The rate of interests is Rs. 10 per month for every Rs. 100. The debt is increasing because we do not send enough to pay for the debt.

M-1127. The *maistry* here treats us well. We have no complaints to make about our work in Rangoon. We are able to earn more here than we could in our own country.

M-1128. Our food here costs us Rs. 12 a month while each man pays Re. 1 or Rs. 2 house rent. We will not work without drink, on which we spend Re. 2 a month. We live in the town in the *maistry's* house ; we pay the *maistry* Re. 2 or Rs. 1 for house rent.

M-1129. The Rs. 15 we send for three months is not quite sufficient for our wives and children to live on, but they do some coolie work. If we sent them more money they would still work.

M-1130. If we had enough money we should send our children to school. We have free elementary schools in our villages. One of us (Dhanialoo) has a boy 10 years old and a girl of 3 years ; the boy goes to school.

Statement by JAGANNATHAN, a coolie *maistry*.

M-1131. If men come to me I take them to the manager and he employs them ; I supply labour here for Steel Brothers. There are 400 labourers working under me ; I am the mill *maistry*.

M-1132. The manager of the firm pays those 400 labourers. I used to stand by the side of the manager as he paid the money.

M-1133. I am getting a fixed salary of Rs. 50 a month. I do not receive any money from the coolies or the manager.

M-1134. I have never found the workmen suffering from skin disease of the hands through handling the teak.

M-1135. When there is an accident we send the injured man to hospital. There is a doctor here ; there is no hospital here but there is a dispensary. Accidents among the workers do not occur often ; they occur once in a way.

Statement by SURRANNA, a godown *maistry*.

M-1136. 120 coolies work for me in the godown ; I engage these coolies from Rangoon ; we are not getting coolies from India. The same coolies work for us for a long time.

M-1137. I pay the coolies. My own pay is Rs. 45 a month. I pay each coolie Rs. 30, from which I deduct Re. 1 for myself from each coolie.

M-1138. I have no house in which coolies live ; I do not arrange their housing for them ; they make their own arrangements.

M-1139. The coolies return to their own country once every three years. The same coolies generally come back again and work for me.

M-1140. I do not know whether there is a pension or provident fund. Dhanialoo and Kamiya are two coolies working under me. None of my coolies receive less than Rs. 30 a month.

Statement by MAUNG PO HTWE, a gunner.

M-1141. I have worked here 20 years ; when I first came here I received Rs. 15 a month ; I now get Rs. 70.

M-1142. The provident fund is for men earning over Rs. 75.

M-1143. I live with my wife and children in the mill barracks, the coolie lines ; we have divided off one room in which there is nobody but myself and my wife and children.

M-1144. I cannot save anything out of my wages. I am Rs. 450 in debt at rates of interest varying from Rs. 3 to Rs. 10 per Rs. 100 per month. I cannot say whether I should be able to earn more or less anywhere else.

M-1145. My children do not go to school; they are small.

M-1146. The one room is quite sufficient for myself, my wife and children.

Mr. HOWISON, General Manager, Mr. GOODSIR, Superintending Engineer, and Mr. A. A. CONWAY, Acting Manager of the Dunneedaw Saw Mills of Messrs. Steel Bros. and Co.

M-1147. *The Chairman*: Mr Conway, how long have you been here?—5 years; the manager is away at present and I have been acting for about a week.

M-1148. How many men have you under your control here?—800.

M-1149. Of whom 120 are under the shipping *maistry* whom we have seen?—Yes.

M-1150. The remainder are directly employed and paid?—500 are employed in the mill and the balance are outside men coming in and working as watchmen and so on.

M-1151. But except for that 120 who are engaged and paid by the shipping *maistry*, the rest are all directly paid by you?—Yes.

M-1152. They are not paid their wages through the *maistry*?—No.

M-1152. They are paid individually?—Yes.

M-1154. The wages, I gather from your book, range from Rs. 19 a month upwards?—Yes.

M-1155. Rs. 19 is the minimum for a coolie when first engaged?—Yes.

M-1156. Does the unskilled coolie rise from Rs. 19?—Yes.

M-1157. What is your system of promotion or advancement?—When a man becomes capable of taking a better job he is put up to the next job and is paid accordingly. When the coolie becomes skilled which he does by working alongside a sawyer, he will become an assistant sawyer, and then a sawyer on one of the big benches; he will be paid according to the bench he is working on; he will probably go up to Rs. 40 or Rs. 45. The head gunner will probably get about Rs. 150.

M-1158. Are they usually Burmans?—Yes.

M-1159. Of the number that you employ, how many are Indians and how many Burmans?—We have about 500 Indians, and the balance, say 50 men more or less superintending, are Burmans.

M-1160. When you take on new men, are they engaged by yourselves in the office or are they engaged by the foremen in the department?—Coolies would be engaged by the mill *maistry*; Burman gunners would be employed by ourselves.

M-1161. We have been told by the mill *maistry* that he is paid fixed wages and does not receive any *baksheesh* from the workers. Does that agree with your own experience ?—Yes, it does.

M-1162. You think there is no *baksheesh* going on ?—I do not think there is any direct payment made by the coolie to the *maistry*. I do not know whether the *maistry* makes anything outside. He messes the coolies in the barracks ; he might make something on that ; I do not know.

M-1163. Do you ever have any complaints of bribery to get jobs ?—No, none at all.

M-1164. In your opinion is the direct payment to the workers one of the safeguards against bribery ?—Yes, it is.

M-1165. Have you considered it possible to have direct payment for these shipping coolies also ?—We have tried it.

M-1166. Why did you try it and then give it up ?—It was tried some time before I was here, and they found that the coolies working in the godowns would not obey the *maistry*. They are a different race ; they would not obey the *maistry* unless he paid their wages to them.

M-1167. It was a matter of discipline ?—Yes.

M-1168. These particular coolies in your opinion prefer working under a *maistry* of their own kind ?—They certainly work more efficiently if the *maistry* belongs to their own country. I think it is a village arrangement.

M-1169. How long did you try that ?—I cannot say ; it was some time before I was here.

M-1170. Perhaps we could have a careful note sent to us afterwards telling us about this experiment, why it was initiated, how it was tried, for what reason it was found undesirable to continue ?—Yes.

M-1171. Do you take any care to see on what terms this *maistry* deals with his coolies ?—No.

M-1172. It is merely a matter of engaging a *maistry* for so much labour ?—Yes.

M-1173. Everything else depends on him ?—Yes.

M-1174. I suppose there is a good deal of difference between a good *maistry* and a bad one ?—Yes.

M-1175. You choose your *maistry* pretty carefully ?—Yes.

M-1176. We have been told that your provident fund begins at Rs. 75 a month ?—Yes.

M-1177. Is it impossible to carry that lower down : is the labour too irregular ?—(*Mr. Howison*) Our provident fund was designed really to cover the clerical staff ; it was never intended to come down to the manual workers ; I do not think the possibility of extending it to that class of labour has ever been considered.

M-1178. Is the difficulty that the manual worker changes so often ?—Yes, I think that is the principal difficulty. Especially is that so in the rice

mills where the men are engaged for 6 months and then are discharged and go back to their own country ; perhaps the same men do not come back again.

M-1179. A man whose period was only 3 years and who might not come back again, would not be interested in the provident fund ?—Yes.

M-1180. Have you any regular method of dealing with any grievances of your men ?—(*Mr. Conway*) They come to me direct.

M-1181. Do they come frequently ? —No, very infrequently.

M-1182. Do you feel that they have free access to you as manager ?—Yes, they have ; they would come to me personally.

M-1183. Do you speak their language ?—Yes.

M-1184. And they can come to you without the intervention of the *maistry* ?—Yes.

M-1185. I think your shipping *maistry* said he did not recruit in India at all, but recruited his men here in Rangoon ?—I do not know ; I did not think so, I thought he recruited them in India ; they are all Indians.

M-1186. Does he recruit these 120 men in India or here in Rangoon ?—I do not know.

M-1187. Do you find that those who are paid directly by yourself, that is to say, the mill coolies, are insubordinate to their *maistries* ?—No.

M-1188. Assuming the *maistry* were making deductions from their pay, he would not like a direct payment system, because it would diminish his personal influence to that extent ?—Yes.

M-1189. In the mill are the Indian workers to a very large extent working under the Burmese gunners ?—Yes, they are. The Indian coolies are working under Burmans in the mill.

M-1190. You do not find any difficulty in controlling that Indian labour ? —No.

M-1191. Would you care to give us any personal opinion as between direct payment and payment through *maistries* ?—No, I would not ; I have not enough experience.

M-1192. You have told us that the ordinary mill coolie begins at Rs. 19 and can rise to Rs. 40 or Rs. 45 ; could you give us any idea of the proportions of those that remain at the minimum and those who rise ?—I think about 60 per cent. are actually on Rs. 19 ; as new ones come in, the percentage remains the same.

M-1193. What proportion of the mill coolies do you house ?—The whole lot ; we house the whole of our staff except the shipping people.

M-1194. Is that housing given to them free ?—Yes.

M-1195. Do you have first aid boxes in the saw mill ?—Yes, and we have a doctor too. He lives close by and in 10 minutes he can be called in.

M-1196. I suppose he does not devote himself to your 550 coolies alone ; he has a practice ?—Yes.

M-1197. How often does he visit the mill ?—Three times a day.

M-1198. That is with regard to general health apart from accidents ?—Yes.

M-1199. Is he on call when an accident happens ?—Yes.

M-1200. Are your foremen and *maistries* trained to use the first aid appliances ?—We have two Europeans in the mill and I myself am generally in the mill ; we all know about it. I do not think the Burmans are trained.

M-1201. I was told that the majority of the accidents are not caused by these saws but from careless handling of timber ?—That is correct ; speaking very roughly, about 75 per cent. of the accidents are from falling timber, cutting their hands and limbs. (*Mr. Goodsir*) 75 per cent. of the accidents are minor ; the serious accidents are very few and most of them are due to carelessness, men doing things they ought not to do.

M-1202. Has the Factory Inspector ever suggested that you should guard those saws ?—That matter was gone into about 3 years ago ; there is difficulty in putting up guards.

M-1203. Does the Factory Inspector visit here every year ?—Two or three times a year ; if he wants any alterations made he sends a notice.

(The witnesses withdrew.)

(The panel adjourned.)

BURMA.

Seventh Meeting.

PANEL II.

RANGOON.

Saturday, 1st November 19.

PRESENT :

Sir ALEXANDER MURRAY, Kt., C.B.E. (*Presiding*).

Mr. G. D. BIRLA.

Mr. JOHN CLIFF.

U AYE MAUNG, *Assistant Commissioner.*

Mr. A. DIBDIN, *Joint Secretary.*

Mr. A. E. L. BAYLOR, Manager, Mr. F. M. HALL, Chief Engineer, and Mr. J. OLIPHANT, Superintending Engineer of Messrs. Bulloch Brothers' Rice Mill, Rangoon.

M-1204. *Sir Alexander Murray* : Mr. Baylor, what is your experience in rice mills ?—I have been eleven years a manager of this Mill.

M-1205. What supervising staff have you to assist you in the work ?—There is one Chief Engineer and one assistant Engineer. There used to be one assistant to the manager, but he is not here now. We have our own Chittagonian staff to supervise the milling and measuring of paddy.

M-1206. On an average how many tons do you handle daily ?—On an average about 300 tons a day ; but it varies enormously.

M-1207. What is your latest return to the Inspector of Factories regarding the number of men, women and children employed, the hours of work, rest and so on ?—In the return we submitted to the Factory Inspector last year we have stated that the average number of operatives employed daily was 550 men and 50 women, that the normal hours of work per week were 60 for men and women, that each labourer was given 2 hours off per day and that we substituted other days for Sundays only under very exceptional circumstances.

M-1208. When is your busy season and when is your slack season ?—The busy season is from January to May ; the normal season is from June to October and the off-season is from November to December. We shut down the mill in November and December for repairs.

M-1209. What is the difference between the average number of men and women employed in a busy season and in a slack season ?—I shall give you some figures for the months of January and April. In January last year when the mill was working 10 to 11 hours a day we had 174 men of all kinds on our pay roll and 625 contractor's men, which made a total of 799 men. Our production then was 8,000 tons. In the month of April when the Mill

was running continuously for 5½ days a week from 5 or 6 o'clock on Monday morning till mid-day on Saturday, we had 256 men on our own pay-roll and 1,080 contractor's men, making a total of 1,336 men. Our production then was 15,750 tons of rice.

M-1210. Could we have the total number of hours for which the Mill was working in January and April ?—I shall send you the figures.

M-1211. How many women do you employ ?—The only women we directly employ are four parting girls ; but the contractor may have about 50 women chiefly engaged in unloading paddy from the boats into the godowns. They are not allowed inside the mills.

M-1212. In your report to the Factory Inspector how did you arrive at an average of 600 workers when you had 799 men in January and 1,080 men in April ?—We have no control over the contractor's figures ; he may not always employ the same number of men he shows in his books.

M-1213. How do you arrange to let the men 2 hours off every day ?—The work is going on all the time ; the *maistry* always has some surplus men and they take the interval by turns.

M-1214. Do you transfer your own staff from one mill to another mill ? —In the off season we transfer half the staff to another mill of ours and keep half the staff here. If one of the mills happens to be working a complete staff is found.

M-1215. *Mr. Birla* : Have you got any register or record to show to the Factory Inspector that the men have the 2 hours off ?—No, there is no register showing when a particular gang of men takes their interval.

M-1216. As regards night work, is there any arrangement by which you can say that the same men who work by day do not work by night also ? —We could say that as regards our own men, but we have no control over the contractor's men. It is possible that the same men work day and night.

M-1217. What are your normal working hours ?—We usually start at six in the morning and finish at five in the evening. Sometimes we start at five in the morning, but not before.

M-1218. When you have a rush of work do you keep the machines running for 13 or 14 hours a day ?—Yes, we do it occasionally. On such occasions we inform the Factory Inspector.

M-1219. During such seasons would you be running your machine for 78 or 80 hours a week ?—We could not say ; it all depends on the quantity of work on hand. The normal hours of work are 66 per week. For instance, these are the number of hours during which the machinery was running in one week in September : Monday, 12 hours ; Tuesday, 12 hours ; Wednesday, 11½ hours ; Thursday, 9 hours ; Friday, 11 hours and Saturday, 5½ hours, making a total of 61 hours.

M-1220. How can you show that you do not exceed 60 hours a week in the case of workers in the busy season ?—We can show that with regard to our own staff, but we have nothing to show with regard to the contractor's men. It is quite possible that they work more than 60 hours a week.

M-1221. *Mr. Cliff*: Have you got sufficient lighting arrangements to facilitate loading and unloading of paddy at nights ?—Yes.

M-1222. Could you give us figures regarding the actual earnings of your own men and the contractor's men over a period of 12 months ?—We can give figures regarding our own men, but we have no idea as to the actual number of men employed by the contractor. We can only give the total amounts paid to the contractors during the several months of the year. The Contractors do not always employ as many men as they show on their books. We only pay the contractors at so many rupees per hundred bags handled.

M-1223. Does the contract rate vary from month to month ?—No, the contract is made for one full year. The rate for this year is also the same as for last year.

M-1224. Do you house your own men ?—Yes. At the rate of 30 sq. ft. per individual we have accommodation for 1,676 men. But the Corporation Rules require only 24 sq. ft. for each man and at that rate we can house 2,451 men.

M-1225. Does the contractor house his own men ?—We have ample accommodation for the contractor's labour but the contractor houses some of his labour in the town.

M-1226. Does the contractor recruit his coolies in India ?—Yes, he does. Practically all the men are going backward and forward every year. At the end of the year the contractor sends his clerk or some *maistry* with some money to advance to the coolies and bring them back.

M-1227. Do you supply water and arrange for the conservancy of the workers' quarters ?—Yes, we have a supply of a million gallons of water a month. We have had no complaints about the scarcity of water. We have got our own conservancy staff.

(The witnesses withdrew.)

Statement by M. A. KRISHNAN, Contractor's clerk, Messrs. Bulloch Brothers' ricemill.

M-1228. I come from Tanjore, Madras Presidency ; I came in 1913 as the contractor's clerk ; I am more or less a general assistant to the contractor.

M-1229. During the 16 years since I first came here I have been to India three times and altogether I have stayed in India about a year.

M-1230. When I first came to Burma I brought my family with me, but now my family is in India.

M-1231. I come to the mill every morning and attend to the work taken up by the contractor ; I keep an account of the number of coolies working, the number of bags handled, and so on.

M-1232. I work under Nagalinga Thevar who is my master ; he pays me Rs. 50 a month. I have been getting Rs. 50 a month for the last 15 years. I get nothing in addition either from the mill, the coolies or the sub-*maistries*.

M-1233. We recruit some coolies ourselves by sending agents to India and the sub-*maistries* recruit their own coolies.

M-1234. I live in the lines. I have to spend about Rs. 20 to Rs. 30 for my food and clothing. I send home about Rs. 10 to Rs. 20 every month.

M-1235. I am not in debt. I have not saved anything except what I send home to my family. I have some lands and cattle at home.

M-1236. We pay our coolies ouserlves directly. In the case of sub-*maistrys*' coolies we pay the sub-*maistries*. The contractor himself comes here and pays the wages. I have not got the wages book here ; it is with the contractor ; his house is far away.

M-1237. Sometimes I collect the debts due from the coolies and sometimes the *maistry* does it for me. We do not charge any interest.

Statement by APPALASWAMI, a coolie at Messrs. Bulloch Brothers' ricemill.

M-1238. I come from Vizagapatam. I came here as a boy with my father and mother. I stayed here for 10 years and then went home ; I came back only two years ago. I was married four years ago ; my wife is now living in India.

M-1239. In the busy season here I can earn about Rs. 10 or 12 a week, but in the off-season I earn only Rs. 5 or 6 a week.

M-1240. At present there are many coolies out of work here and we cannot earn much.

M-1241. If I have enough money I send money home ; otherwise I spend it all here. I sent nothing home last month because I did not get enough work. On an average I send home about Rs. 100 every year.

M-1242. I came here of my own accord ; I paid my own passage which cost me Rs. 20. I have been working in this mill for the last two years ; before that I was a rickshaw puller ; I left that job because I did not earn enough money. I was getting Rs. 2, 3 or 4 a day as a rickshaw puller, but later on, owing to the increase in the number of rickshaws, I could not get even Re. 1 a day.

M-1243. I live in the Alimulla godowns and pay a rent of Re. 1 a month. I stayed there when I was a rickshaw puller. I live with my uncle ; I give him whatever I earn ; he gives me food and sends home whatever remains.

M-1244. I come to the mill at 5 A.M. before taking my breakfast. If there is work in the mill I go on doing it. I go home for half an hour at 12 o'clock. In the evening I usually leave the mill at 5 o'clock, but if there is plenty of work I stay till 8 or 9 at night ; I cannot stay longer because I get tired.

M-1245. I earn Rs. 2 to 3 a day when the mill is busy, but when there is no work I sit idle.

M-1246. At present a number of us are out of work.

M-1247. Last year I sent home about Rs. 100. I spend about Rs. 12 or 13 every month here. I work in a gang of 70 men. The *maistry* comes here to the mill every Sunday and pays the wages. I am quite contented here; I am quite comfortable in my house. I am going to send for my wife.

Mr. A. J. ESSACK, Manager, Adamjee Match Factory, Rangoon.

M-1248. *Sir Alexander Murray*: Could we see your last report to the Inspector of Factories?—Yes, here is the report.

M-1249. It says that during 1929 the average number of operatives employed was:—

Men	1,051
Women	405
Boys	53
Girls	45,

making a total of 1,554. The Mill was working two shifts during that period. The normal hours of work for that period were 60 for men and women and 36 for boys and girls. The working hours were from 6-30 to 11-30 and 1 to 6. Do you work a night shift also?—Some departments work a night shift also. The night shift hours are from 6-30 to 11-30 P.M. and 1 to 6 A.M.

M-1250. What was your average daily attendance last month?—The average daily attendance was as follows:—

October 27th	903
„ 28th	889
„ 29th	894
„ 30th	892

M-1251. Could you let us have the total number of men, women and children employed during the day and night shifts for two or three months last year?—We shall send you the figures. We do not employ women and children during night shifts.

(The witness withdrew.)

(The Panel adjourned.)

BURMA.

Eighth Meeting.

RANGOON.

Monday, 3rd November 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

Mrs. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. W. H. C. PRIDEAUX, A.M.I.E.E., Chief Inspector of Factories, Burma.

M-1252. *The Chairman* : What is the amount of help that you get from officers other than factory inspectors who have duties or powers under the Factories Act ?—We do not get very much help.

M-1253. Will you tell me who, besides your official staff, have powers and duties ?—The district magistrates are in all cases *ex-officio* inspectors. In certain cases the sub-divisional officers have been appointed inspectors for certain local areas. The Director of Public Health and his staff are inspectors of factories for sanitary purposes. On the oil-fields the Wardens are the inspectors of factories.

M-1254. That completes the list ?—Yes.

M-1255. All those persons have other duties which very largely occupy their time and thought ?—That is so.

M-1256. So that the amount of help they are able to give in securing compliance with the Factories Act is small ?—Comparatively small.*

M-1257. Have you any suggestion to make to the Commission on that point ?—No, not on a leading question like that.

*In 1929 the *ex-officio* and additional inspectors paid 24 visits to factories.

M-1258. Do those—shall we call them *ex-officio* factory inspectors—report to you direct ?—Yes.

M-1259. Do you issue to them any circular for guidance ?—The Local Government have issued a circular a copy of which you will find at the end (page 89) of the Burma Factories Manual.

M-1260. That circular is giving them guidance as to the kind of help they can render ?—Yes. It is under revision, I may say, just at the present moment.

M-1261. You do not suggest to us any change in that ?—The ordinary procedure is this : when the inspectors of factories go round to the factories after their visits they send a letter to each factory pointing out the irregularities, and a copy of each letter goes to the district magistrate concerned. The district magistrates confine their inspections, when they make any, more or less to seeing how far these irregularities have been remedied. In some cases the district magistrates do not go themselves. They send the letter on to the sub-divisional officer, the sub-divisional officer sends it on to the township officer and the township officer sends it on to the Thugyi who is the village headman. I should prefer that the village headmen and township officers were not allowed to inspect factories at all.

M-1262. The second thing in which you are under the same disabilities as your colleagues in other parts of India is that penalties imposed for breaches of the Factories Act are, speaking generally, too low ?—Yes.

M-1263. They may not be adequate to result in full compliance with the law ?—No.

M-1264. Does the same difficulty apply to a second offence also, namely, that there is no increased penalty ?—Sometimes we get a very heavy penalty inflicted. We do take into consideration previous offences here.

M-1265. You do not suggest that the law might require the second or subsequent offences should have a minimum penalty attached to them ?—I should welcome it from my point of view, but it is unusual, I think, in this country to have a minimum penalty.

M-1266. That is quite true. There are obvious objections, but there are also arguments on the other side in favour of it. Will you tell us whether the factory inspector is entitled between convictions and sentences to bring up the record of previous convictions ?—Yes.

M-1267. Do you find any difficulty in that respect ; do you tell the magistrates ?—As a matter of fact, the way in which a prosecution is generally conducted in this country is to bring the evidence first, and the magistrate before saying whether he is going to convict or not reserves judgment till a week or a fortnight later. By that time we have left that particular place. If we wish to bring up the record of any previous conviction we do it—I do not know whether it is regular or not—before the magistrate announces that he is going to convict or not.

M-1268. You have not found any objection taken to that course ?—It has not been objected to, but I do not know, the law on the subject. In connection with prosecutions may I say that an enormous amount of

time is wasted. I think either this year or last year I had to go to Toungoo four times in connection with one prosecution. I am very strongly of the opinion that a great deal of time would be saved if inspectors were allowed to compound offences as forest officers can under the Forest Act. I do not know whether you are acquainted with the practice of compounding offences in this country. The system is that if an irregularity is found the officer says " Well, you have got to pay Rs. 50 or 100 as the case may be into the treasury or you will be prosecuted ". If he pays the money into the treasury and notifies the officer nothing further is heard of the matter, but if he does not pay he is prosecuted.

M-1269. On the matter of small factories, from the evidence submitted to us, it would appear that the present limit of 20 has a tendency in Burma to encourage the establishment of certain small factories coming just under the number which compete no doubt with the larger factories. What is your experience in that direction ?—It is perfectly true that there are a very large number of small factories in Burma, but I do not think they have grown up in order to avoid coming under the Factories Act. I think it is a pure coincidence. These small German mills have been found to be very economical and they can work with a small staff.

M-1270. You have not heard from factories of unfair competition in the matter of rest or holidays ?—Yes, I have, but not very often I admit.

M-1271. Do you not yourself lay much stress on that ?—If we had a larger staff we could keep a stricter eye on the bigger factories keeping to the hours of work, and then I think they might possibly object to smaller factories escaping the necessity of complying with the factory regulations. I am afraid that up-country the provisions of the Act relating to the hours of work are not very strictly complied with.

M-1272. Then you do not offer any opinion yourself as to the advisability of bringing the number down from 20 to 10 ?—Yes, I am in favour of it provided only we have an adequate staff. I am very strongly indeed against any extension of the Factories Act unless we have an extension of the staff at the same time.

M-1273. May I take it that to cover your existing field you ought to have double the staff ?—Something like that.

M-1274. And in order to cover the increased field you would require to double it again ?—Not quite as bad as that. I think we have sent a special report to you on the subject.

M-1275. You just now mentioned that even in those factories which are under the Factories Act there is no strict compliance with the weekly rest day and the holidays ?—It is very badly observed. We have a lot of prosecutions for that.

M-1276. What is the chief point on which you have evasion ?—Failure to shut on a Sunday or a substituted day.

M-1277. That is to work 7 days a week ?—Not only that. Some of the mills work continuously practically all through the milling season.

M-1278. With regard to changes in the nominal weekly holiday there is a difficulty we have heard of elsewhere that the notice required to be given to you is inadequate ?—I do not attach very much importance to the notice to the inspector, but I attach importance to the notice to be put up in the mill.

M-1279. In your view how long—2 days or 3 days—before a change of the weekly holiday should a notice be put up ?—Provided it is put up before the Sunday or the substituted day I think it is sufficient.

M-1280. It seems pretty clear from the small staff at your disposal that it is impossible for you or your colleagues to attend to all enquiries into serious accidents ?—We investigate fatal accidents at once ; the other accidents have to wait their turn.

M-1281. You are not able to attend the first inquiry into these accidents ?—No.

M-1282. You refer to the absence of healthy trade unions ?—There is only one trade union in this place, and that is in connection with motor car drivers. But we get some help from the Burma Labour Association which is somewhat of a similar body.

M-1283. Can you give me a rough idea of what amount of outside help you receive, the number of letters and petitions ?—It is very small ; not more than 3 or 4 letters a year.

M-1284. *Mr. Clow* : You mentioned to the Chairman that certain inspections of factories are made by village headmen. Is that due to the delegation of power by the district magistrate, or are the village headmen empowered under the Factories Act to inspect factories ?—It is only a delegation of power by the district magistrate.

M-1285. The headman so deputed has no power under the Act to enter a factory ?—No.

M-1286. As regards amplifying the staff, would it be possible at all in the case of seasonal factories to make use of the boiler inspection staff for a certain part of the year ?—I think it would be possible provided the boiler inspection staff is transferred to the factory department. You cannot make them attend to two things at one and the same time. That has been tried and proved a failure.

M-1287. You will agree that there is a big difference normally between inspection of a perennial factory of the average type and inspection of a seasonal factory in that the machinery is more complicated in the one than in the other ?—What exactly do you mean by a seasonal factory ?

M-1288. A cotton ginning factory or a rice mill ?—I look upon a cotton ginning factory as containing more dangerous machinery than a rice mill.

M-1289. Roughly speaking, out of your 950 factories you have 668 seasonal and 282 perennial ?—Yes.

M-1290. With about 41,000 people employed in seasonal factories and about 54,000 in perennial ?—That is so.

M-1291. What is the season in the case of the rice mills ?—The rice mills begin very early in the year, in January, and work hard until about May. After that they work intermittently until the end of the year. From the middle of November till the end of the year there is very little work done.

M-1292. What would be the average number of weeks the majority would work in a year ?—I do not think that the average figure would be a fair figure because it varies so much.

M-1293. Would it be true to say that the majority do not work more than 4 months ?—Yes, but they do not shut down and stop working absolutely ; they are always liable to reopen again. The smaller rice mills to a very large extent do what is known as milling-hire paddy. A rice broker who has some paddy stored comes along to the miller and says ' I want you to mill so many baskets of paddy for me ', and that may be at any time of the year.

M-1294. What exemptions do you give in favour of the rice mills ?—So long as the inspector is satisfied that the workmen get 2 hours off during their 12 hours work they are not obliged to give a fixed rest interval.

M-1295. They are not exempted from section 27 ?—Yes. They may work overtime, 30 days in a calendar year, but not more than 3 hours on one day. They have to notify the Chief Inspector on each occasion and they have to keep a record of the persons working overtime. Overtime has to be paid at least 1¼ times the ordinary rate, and no person should be employed after 10 o'clock at night or before 6 o'clock in the morning.

M-1296. Are they exempted from the provision which requires a weekly rest day ?—No, they have got to give that.

M-1297. You referred to the inadequacy of fines. I think the High Court issued a circular some time ago on the subject ?—Yes, they did.

M-1298. Did that produce any noticeable effect ?—I think it produced an improvement. I also refer to the circular in my letter of complaint.

M-1299. Wages are paid almost universally by the month, are they ?—Almost universally by the month. In the cotton ginning mills up-country they are paid daily to some extent ; that is, the wages for the day are paid the following morning.

M-1300. Are wages paid promptly as a rule ?—I believe so, but I came across a case where wages had not been paid for 4½ months.

M-1301. Was there not a strike ?—No.

M-1302. Why was that ?—The mill hands are in the hands of the employers in some way and they seem to be afraid of them to some extent.

M-1303. Are you in favour of a provision which would make the payment of wages within a reasonable period compulsory ?—I am very much in favour of it.

M-1304. How would you enforce that ? When men are not willing even to strike after they have not been paid for 4½ months are they likely to complain to an official ?—The employers will have to keep an attendance register showing the total amount of wages due and the dates when they are paid with the thumb impressions of the workers. If such a register is not produced and the inspector finds that wages have not been paid properly it should be made an offence under the Act.

M-1305. In a good many mills wages are not paid to the men direct but are paid to the *maistries* ?—That does make a difficulty.

M-1306. How would you surmount that ?—I should like to see it made a rule that wages have to be paid direct into the hands of workmen.

M-1307. *The Chairman* : You think that is practicable in all cases ?—I believe it would be practicable, but of course there would be an awful amount of opposition to it.

M-1308. *Mr. Clow* : Will it be practicable in the case of an employer who has a contract for a fixed sum and the question of the amount of wages is left to the determination of the contractor ?—There will be difficulty in that case.

M-1309. *The Chairman* : It would necessitate a new form of contract. But the point is that you think it would be a great advance if each workman received his pay into his own hands from the employer ?—Yes.

M-1310. *Mr. Clow* : How do you calculate the average attendance for the purpose of the annual returns ?—We accept the figures of the manager.

M-1311. Suppose a factory works 6 days a week and the attendance is, say 70, on each day throughout the year, is the average daily attendance for that factory 60 or 70 ?—I should take it as 70 certainly ; but as a matter of fact we accept the manager's figures, and we do not question him as to how he worked them out.

M-1312. Do you not give any instructions ?—We supply each factory with a form and we send a letter with it. Beyond saying that the figure to be supplied should be the average number of employees employed during the busy season we do not give any further instructions.

M-1313. If a mill works with its full strength for a few months of the year and with a lesser number for the rest of the period the average given would represent its peak employment ?—Yes.

M-1314. But if a mill works 4 months of the year and closes for 8 months it would be the average for those 4 months and not the average for the year ?—It would be the average for the 4 months.

M-1315. *Mr. Cliff* : Has the manager of the mill to accept the labour contractor's figures as to the number of men employed while preparing the return you referred to just now ?—I think so.

M-1316. There is no register at all of employees ?—Not in all cases. They keep a register in cases where the hours of work for all the workers are not fixed, but if everybody works the same hours they are not obliged to keep a register.

M-1317. *The Chairman* : Would you be in favour of a much more complete kind of register being kept by all employers ?—I should be in favour of a muster roll showing the names of the people, the hours they work, the rate of pay, the total amount for the month and the date of payment.

M-1318. Do you agree that the law should be empowered to require a form of muster roll which would be established after consultation with the employers in each industry and subject to the approval of the Factory Inspector ?—I should give Government power to prescribe a form, but with the sanction of the Factory Inspector other forms might be substituted.

M-1319. *Mr. Cliff* : Should that apply to contractors' labourers as well as to employers' labourers ?—It would be a very difficult question with regard to contract labour. You may have men coming on for a couple

of days only, and it would be a very difficult job to get their names down. I am inclined to think that in such cases it would be sufficient if the number is taken.

M-1320. *Mr. Tait* : Would you still favour the casual labourers being paid direct or through the contractor ?—I do not see why they should not be paid direct.

M-1321. Is it a practicable proposition ?—As they went out of the mill compound, they should be paid their wages of 8 or 12 annas, or whatever it might be.

M-1322. They may be leaving in the middle of the night ?—Surely, you can have a cashier or somebody to pay them at that time.

M-1323. Have you ever actually studied that aspect of the business in the rice mills ?—I realize the difficulty experienced in the case of men going from mill to mill.

M-1324. *Mr. Cliff* : In one of the mills we visited the other morning, we found that only a minority of the labour was directly employed by the mill. If the register is to be of value, should it not apply to the whole or to the great majority of the labour employed ?—Really it would be impossible to do it. If you get 500 men coming on, it would take so long to get their names down. Besides, I do not see that it is really of any very particular interest what the names of the labourers are.

M-1325. What about the numbers ?—I think it would be reasonable to show the number of people employed on contract each day.

M-1326. With the rates of pay ?—It is very difficult to know that, because it is a sort of piece-work business. They are paid for 100 baskets for shifting paddy, and they would share the money equally after allowing for various deductions by the contractor for his profit.

M-1327. From a statement in the memorandum submitted by the Government, I gather that you prefer that wages should be paid monthly ?—Yes.

M-1328. And paid within a specified period ?—Yes. I am now of course referring to permanent labour.

M-1329. We were in a factory the other morning, where the minority of the labour directly employed was paid monthly, but the casual labour was paid weekly ?—I should think if it was paid weekly, it was rather permanent casual labour.

M-1330. Do you see any reasonable objection to the weekly payment of wages ?—I think, on the whole, weekly payment of wages would not be of advantage to the labourers of this country. It must be remembered that in Burma nearly all the labour is imported. The great majority of these people leave their families in their homes in India. They send money home every month. I have not seen any very reliable figures, but I believe it is somewhere about Rs. 5 to Rs. 6 per month. If they are paid monthly, they remit this amount monthly. If they are paid weekly, they might have a balance of Re. 1 a week ; they may not think it worth while to send home such a small sum, and may spend it on liquor.

M-1331. But there is a considerable portion of this immigrant labour paid weekly ?—I do not think there is a very great deal of it in the mills. What happens outside the mills I cannot say.

M-1332. In the rice mills where they are carrying paddy from the booth to the godown or to the mill and where they are carrying rice from the godown to the rail, is all that area under the Factories Act ?—Yes, I think so.

M-1333. Is there any doubt about it ?—I should say not.

M-1334. Do you see any practical difficulty in rules being framed under the Factories Act to be applicable to docks ?—I do not think you could do it. Whatever the opinion of the legal advisers of Government may be, I do not think it would be at all proper to do it. I am perfectly convinced in my own mind that when the Act was passed by the Legislative Assembly, it was never intended to apply to docks, and even if it could be dragged on to apply to docks by the actual wording used, I think it would be an improper procedure. If the legislature wants it to apply to docks, it should say so.

M-1335. *The Chairman* : If the legislature brought the docks under the Factories Act, would there be any objection ?—None whatever.

M-1336. *Mr. Cliff* : You would be in favour of it ?—It would be quite a good plan to do it, more particularly as the Geneva Conference are taking such an interest in the matter at present.

M-1337. Have you any powers at all in the oilfields ?—There happen to be a few workshops there which come under the Factories Act, but on the oil wells we have no power.

M-1338. Does that present any difficulties in administration ?—Yes, it does. In a few cases their workshops are worked by steam. Half the steam from the boiler is used for the workshop and half for the oil well. When I was up there some little time ago, it appeared that the hours of work for boiler attendants looking after boilers used for driving the machinery on the oil wells were longer than allowed by the Factories Act, and it was rather difficult to apply the Factories Act strictly to the men who were looking after the boilers for driving the workshops.

M-1339. Do the oil refineries come under the Factories Act, or under the Petroleum Act ?—They come under the Factories Act, but of course they come under the Petroleum Act.

M-1340. Do you have full powers under the Factories Act for the whole year in the refineries ?—Yes.

M-1341. You do not express any opinion with regard to the reduction of hours but if there is to be a reduction, would you prefer that it should be a weekly half-holiday ?—Yes.

M-1342. Is there any special reason for it ?—I do not see that a reduction of hours would do very much good to anybody, but if there was a half-holiday on Saturdays, they would be able to get away for some recreation, which would do them more good than having half an hour off on the ordinary work days. That is purely my personal opinion.

M-1343. Are you in favour of wages being paid on a regular working day and not on rest day ?—Yes, immediately after working hours. There is no reason why the men should be brought back to the factory afterwards for payment.

M-1344. *Col. Russell* : Is there any industrial disease in the factories in Burma except the lead poisoning at Namtu that you mention ?—I have come across cases of dermatitis in the oil factories.

M-1345. Are they frequent ?—I should not say they were frequent.

M-1346. Or serious ?—No. I do not believe any cases have gone to cancer.

M-1347. What steps have been taken to reduce the incidence of lead poisoning ?—Lead poisoning has been lessened by the provision of the flume up the hill that you probably saw in Namtu. That was put up by the Company on their own initiative, without any outside advice.

M-1348. *Mr. Clow* : Does the Act give you adequate power to prevent lead poisoning ?—It does not.

M-1349. Would you recommend that you should be given such power ? —I should recommend a provision in the Indian Act rather similar to the section in the English Act, giving power to make regulations.

M-1350. Would the application of the present Schedule cover the problem ?—The English regulations cover 3 or 4 pages of close print, and they have been found suitable for England. I should like something rather more definite than the Schedule in the Indian Act.

M-1351. *Col. Russell* : Have you yourself made any suggestions to the management of the Burma Corporation as to the prevention of lead poisoning ?—Yes, I have made one or two suggestions.

M-1352. Have they been carried out ?—I believe they have been.

M-1353. Do you attribute the fall in the incidence of lead poisoning cases to the building of the flume and the carrying out of the other suggestions that you have made ?—There certainly has been a fall since the flume was built. I would point out that I have not got any reliable figures regarding lead poisoning in India. It is not a notifiable or reportable disease.

M-1354. So that the statistics we have been provided with are not in any way reliable in your opinion ?—I have not seen any reliable statistics, but I do not quite know what you have been given.

M-1355. *Sir Victor Sassoon* : Is there any reason why they should not be reliable, even if lead poisoning is not a notifiable disease ?—I do not know how they are got. They may be reliable.

M-1356. *Col. Russell* : You mentioned that the Director of Public Health and his assistants were *ex-officio* inspectors of mines. In connection with lead poisoning would not they give you statistics ?—Lead poisoning is a special disease, and you really require a trained man there permanently to diagnose it with success.

M-1357. The medical officers of the Burma Corporation ought eventually to be able to diagnose lead poisoning ?—They might do it, but I should prefer that work to be done by somebody who is independent of the company.

M-1358. Do you think that the position is such in Namtu that you require a medical officer with special training ?—I think so, but I would rather that question was put to the Director of Public Health himself.

M-1359. The Factory Inspector's Department at home has got a Medical Department of its own. Have you anything similar to that in mind ?—No. There is no justification for a Department like that here. But in addition to that at home they have certifying surgeons, and all reports of lead poisoning come before the certifying surgeons in the first place. They make a careful examination and report. The certifying surgeons there are independent practitioners, quite independent of Government, the employer and the workmen.

M-1360. Would you say that the Public Health officers had been of use to you ?—Certainly.

M-1361. Should there come a time in Burma when you had district health officers, you would raise no objection to these officers being *ex-officio* inspectors of factories ?—I think it would be quite a good idea.

M-1362. *Mr. Tyabji* : Would you agree that the incidence of fatal and serious accidents under the Factories Act is heavier in Burma in comparison with the other major provinces in India ?—I am afraid I have not compared the figures of the other provinces.

M-1363. Would it not be better to have a comparative statement in your report ?—It would clearly be impossible to have it in the Burma report, but there is no reason why it should not be given in the report issued by the Central Government.

M-1364. The figures are given in the Abstract of Statistics ?—I would suggest that should be enough.

M-1365. Do you not think that that might help you ?—I have looked at these figures sometimes, but I do not remember how the incidence of accidents compares.

M-1366. In the 1928 report you have a table showing the incidence of accidents together with the causes. In the 1929 report you have not got that statement. Do you not think that it is one of the most important statement ?—I think it is a very useful statement, but I do not think it is necessary to have it every year. I prepared it really for my own information. As far as I could see, it was of no interest to anybody else. As it involved a great deal of labour, I did not prepare it next year.

M-1367. Now that more interest is being taken in labour problems, do you not think in future it is necessary to have such a statement ?—That could be done.

M-1368. According to your report, whilst fatal accidents are numerous and in the majority of cases have occurred in the larger concerns, the prosecutions and convictions refer mostly to the smaller concerns. Could you say why that is so ?—Accidents depend to a very large extent on the number of people employed, while offences under the Factories Act do not depend to the same extent on the number of people employed.

M-1369. Could you give any reason as to why, in the case of fatal accidents, there have been practically no prosecutions whatsoever ?—There could be a prosecution only when a criminal offence has been committed. In going through the list for last year, there is only one case which appears, on the surface, to have been due to a breach of the Factories Act ; it is No. 24 in the list. In that case, I remember there was a fencing and the man had climbed over and was killed ; nobody was really to blame except the man himself. It is very much the same in the other cases.

M-1370. Would the other accidents come under "Lack of supervision" ?—Sometimes, not always. For example, here is one accident "due to being crushed between two pieces of timber". That probably was a pure accident, which could not have been avoided by any care. The next one was probably due to careless handling. You cannot really prosecute a man for the workman's clumsiness. The next one is similar to that : "Due to the fall of a stack of timber". That might possibly have been due to lack of supervision ; the timber might have been stacked badly, and it might have been possible to avoid that. Then there is an accident from a fall from a bamboo scaffold. That is very difficult to avoid.

M-1371. Take for instance the collapse of a brick wall in 1927 and the lathe falling in 1928 in the Railways. Then there was the collapse of the tank in the Burmah Oil Company, and the accident regarding the cutting of a barrel in two firms in 1927 and 1928. Are they not more owing to the lack of supervision than anything else ?—Some of them probably were due to lack of supervision.

M-1372. What would you do with regard to these accidents which occur more or less through lack of supervision ?—In the majority of cases, I think it is impossible to do anything. There was what appeared to me to be a very bad case of a man being killed through a chain snapping. I was on the scene of the accident within 10 minutes and I saw the chain. It was very badly corroded and worn out ; it was not a chain that ought to have been used for raising heavy weights. First of all, I prosecuted the Manager under the Indian Penal Code. He blamed the engineer and got off. The engineer was then prosecuted, and he blamed somebody else. It was found to be absolutely impossible to bring home to any individual the faults in the chain. Under the Factories Act, if an irregularity is committed, the manager may be prosecuted, and he can only get out of being convicted and fined by putting up somebody else who is convicted and fined. Under the Indian Penal Code, you have to get down to the individual who is actually responsible.

M-1373. *The Chairman* : Can you not prosecute the firm ?—I do not think you can.

M-1374. *Mr. Tyabji* : With regard to the boiler accident which happened in a rice mill a few months ago, in which two or three men were killed, what steps were taken to bring home the offence to the employer ?—That was an offence under the Boiler Act. He was prosecuted for an obvious breach of the Boiler Act and fined a ridiculous sum of Rs. 20 or Rs. 30.

M-1375. Since the provision requiring certified men being employed for boilers has been taken off, has there been an increase in boiler accidents ?—I could not tell you that. The Chief Inspector of Boilers might be called if you wish.

M-1376. With regard to inland vessels driven by power, the builders trade, the construction of bridges and such other trades, are you in favour of regulating them under the Factories Act or some other Act ?—I would be inclined to have parts of the Factories Act applied to buildings in the course of construction and such other engineering works, because at present course of construction and such other engineering works, because at present we know so little about them. I should like to see the provision requiring necessary, the Act might be applied *in toto*.

M-1377. *Mr. Clow* : Any building ?—A building covered by the Workmen's Compensation Act. In the English Act, it is a building over 20 feet high. You might adopt the English definition if you like.

M-1378. *Mr. Ahmad* : You inspected 355 factories in 1929, out of 976. If you had an increased number of inspectors, there would have been more prosecutions and more fines ?—Yes, probably.

M-1379. Therefore, by increasing the number of inspectors Government will not be a loser ?—I am afraid no inspector pays himself.

M-1380. In our inspection of workmen's dwellings we found some of them very dirty. Who is responsible for it ?—The people living in them, for making them dirty.

M-1381. Not the employers who have provided the buildings ?—They may be responsible for cleaning them up afterwards.

M-1382. *The Chairman* : What duties have you in connection with housing ?—I am not quite sure whether coolies' lines attached to factories form part of the factories or not. I have had prosecutions in connection with them and got convictions.

M-1383. Would you be in favour of bringing them under the Factories Act ?—I should be in favour of it, but with the present public opinion, I think you must rely on the local authorities for that kind of work. It is not desirable that the Provincial Government should interfere too much with the local authorities.

M-1384. Where the responsibility lies on the municipal authorities, you would not wish to have any jurisdiction which might overlap ?—Exactly.

M-1385. *Sir Alexander Murray* : What type of inspectors do you wish to have as assistants ?—I think there is an opening for two different types. I think it is desirable to get a superior grade who should be engineers, because engineering questions will occasionally come up. I am not at all certain that it would not be better for the lower grade men to be men of the best education you can get for the money, rather than not very well educated engineers. For example, if there were two grades in Burma, I would rather have men with economics degrees in the lower grade than men with engineering degrees. I think the amount of engineering knowledge that the junior inspectors require is small, and they could be taught that in the Department. It is very desirable that all the inspectors, both the higher grade men and second grade men, should be men of some general culture which it is much more difficult to give them after they have left college than before.

M-1386. How do you make the workers in factories acquainted with the provisions of the Factories Act ; we have seen notices posted up in English and Burmese, which, of course, the Indian workers would not understand ?—If the notice were in their Indian language they could not read it, so that it does not make much difference.

M-1387. Do you issue any pamphlets ?—No. Under the Workmen's Compensation Act we have notices which we are distributing ; when a factory is registered, we send them an abstract of the Factory Act.

M-1388. When an accident takes place and is reported to you under the Factories Act, do you send it on to the Commissioner under the

Workmen's Compensation Act ?—If it appears to be an accident which would come under the Workmen's Compensation Act ; we do not send him a list of all accidents, but only selected accidents.

M-1389. What reliance can you place on the figures in your returns as to the actual number of workers employed in factories ?—Very little I am afraid. We have to rely on the people who send in returns.

M-1390. Do you ever attempt to check the figures ?—No, we never check that. If the number of persons employed in a factory is about 20 and it is questionable whether the factory comes under the Factories Act or not, we do check it, but we never worry about the other figures.

M-1391. Do you think it would be possible to pay all contractors' men daily wages ?—I believe they all get the same pay and really I do not see why the 8 annas should not be put into the hand of each man as he goes out of the factory gate at night.

M-1392. I understand you to say that when men are paid monthly they send part of their wages home, whereas they cannot be expected to do so when they are paid weekly ; what happens with regard to a man who is paid daily ?—There is no other way of dealing with a man who is taken on for the day. When you have what I will call permanent casual labour I should like them paid by the month ; but when you have the absolutely casual labour, the kind of labour that works in one mill one day, another mill the next day, and a third mill the third day, it seems to me there is no way of avoiding daily payment.

M-1393. Contractors' labour does not come on to the books of the mill ?—I should like that contract system abolished.

M-1394. How would you do it ?—I would alter the system in this way : the contractor, instead of getting a contract to shift so much paddy or do so much work, would merely get a contract to provide so much labour and that labour would be paid directly by the mill owner.

M-1395. *The Chairman* : Would the discipline be equally good in that case ?—I do not know but I think it probably would be.

M-1396. *Sir Alexander Murray* : How would you make this change ?—I admit it would be a very unpopular change. I should say you should prohibit any contract work in certain scheduled factories. I would not include all factories, because in engineering works, for instance, I do not think there is any chance of harm being done ; but I should be inclined to prohibit any unskilled contract work in a factory.

M-1397. Could you do that ?—I think so.

M-1398. *The Chairman* : If you enacted that wages must be paid direct to the worker by the employer, could not the rest of the working out of an improved system be left to the employers ?—Yes, I think so.

M-1399. *Sir Alexander Murray* : When you suggest that docks should be included in the Factories Act, would you include Prome and Mandalay ?—Any place where a power driven launch pulls up alongside the stream I think might be included for the purpose of the Act.

M-1400. How many places within the meaning of the Act will you add to your duty in Burma ?—As a matter of fact, you would not have to worry about any except the larger towns like the sea ports and Mandalay and Prome. You might include the others verbally but it

would not make any addition. In England every dock is under the Factory Act, from the smallest upwards.

M-1401. Can you tell how many hours in a year a particular mill has worked ?—They are supposed to advise us when a change is made. I do not say that that advice is sent very promptly. It can be worked out by seeing when the changes were made, except that when they shut down we have no record.

(The witness withdrew.)

Mr. C. INNES, Deputy Chief Engineer of the Public Works Department (Roads and Buildings Branch), Government of Burma.

M-1402. *The Chairman* : With regard to health conditions your Code lays down with some elaboration what is to be done in the case of large public works. Are those conditions actually inserted in the contracts when tenders are invited ?—No, our Department is responsible for that with regard to labour directly employed. There are no special clauses put into contracts, but naturally we have got to see that the coolies are properly housed ; if the contractor does not do it, we would have to do it and arrange to make the contractor pay for it. But I know of no case where a contractor has not made proper arrangements for his coolies, because it is to his own advantage to do so.

M-1403. You say in your memorandum that wages are paid in cash by the sub-divisional officer to the worker ; to whom ?—To the worker into his own hand in the case of our own labour ; in the case of a contractor, his work would be measured and he would be paid for the work done ; he then pays his workers.

M-1404. Where he pays his workers, are there any conditions laid down as to fair wages ?—None ; he makes his own arrangements entirely.

M-1405. Supposing for a particular job you have three contractors sending in a tender, you have no knowledge as to the rate of wages proposed to be paid by those three different men ?—None whatever.

M-1406. And it does not interest you ?—No, it does not.

M-1407. Therefore the one who pays the lowest wages might possibly undercut and get the contract ?—That is quite possible.

M-1408. You take no interest in that ?—No, we do not concern ourselves with that at all. As a rule a contractor has got to pay at least the wages we pay, and usually more, because he does not necessarily give them continuous employment. Our own departmental labour is employed throughout the month and we can get them to work for less than if they were only going to be employed for a few days in the month. As a rule the contractor only pays his labour for the days on which they work and therefore he has got to pay them more.

M-1409. Do you have many disputes between contractors and their men in which you are called in ?—No, not many.

M-1410. You have some ?—It has happened ; I cannot at the present moment remember any instance.

M-1411. Do you think it would be advantageous that all contractors should tender on the same basis as regards payment of wages and that there should be a clause embodying the prevailing rate of wages ?—I have not considered it and I do not know how it would work in practice.

M-1412. You say the month's wages are paid within the first 10 days of the ensuing month ; that again, I take it, applies to your own permanent labour ?—Yes. I should qualify that by saying that there are certain places, for instance, on the frontier, where they have to wait longer for their wages.

M-1413. Does your information lead you to believe that the contractors pay their men as promptly as that ?—I believe they have to pay them at shorter periods because the labour has not so much faith in the contractor as it has in Government ; sometimes the contractor has to pay them daily.

M-1414. Those would be small jobs ?—Not necessarily. I think each contractor makes his own arrangement ; it depends largely on the labour ; if the labour can trust the contractor, he does not require to pay them so often.

M-1415. You tell us that wherever possible you let out all your work on contract ?—Yes.

M-1416. Have you attempted the system of direct employment, as against contract, in any cases ?—Yes, we have, but it is not encouraged. We can very often get work done more efficiently by contract than by departmental labour. If we have not got the supervision for departmental labour we have got to employ contractors.

M-1417. *Sir Alexander Murray* : In your memorandum you speak of the number of accidents at the Government quarries as being 10 during the last 5 years, of which 3 were fatal ; apparently compensation was only paid in 2 cases ?—Yes. I understand Government had not to pay compensation in the case of one fatal accident ; I do not know the circumstances of the case but I gather it was proved that the fault was with the employee.

M-1418. *Mr. Clow* : That is not necessarily a defence under the Act ?—I am sorry, I am not conversant with the Act.

M-1419. *Mr. Cliff* : Is this convict labour ?—No, it is free labour.

M-1420. Is it all free labour at these quarries ?—No.

M-1421. Are these accidents which have happened to free labour or convict labour ?—I have no figures as to convict labour.

M-1422. Can we take this as representing the accidents which have occurred at this quarry ?—I think we can, with regard to all labour.

M-1423. *Mr. Clow* : Out of 10 accidents in only two cases was compensation paid ?—That is so. The District Magistrate decides whether compensation is due or not.

M-1424. *Sir Alexander Murray* : Was that compensation paid by Government or by a contractor under Government ?—Paid by Government.

M-1425. Can you imagine the Public Works Department doing its work without contractors ?—It would mean an enormous increase in our establishment in order to provide the necessary supervision. As a matter of fact, the tendency has always been the other way. I do not think we could do without contractors.

M-1426. *The Chairman* : You would agree that the scattered nature of your work is a leading element in that ?—That is so.

M-1427. That does not necessarily apply where labour is within a factory ?—That is so.

M-1428. *Sir Alexander Murray* : You know just as much as a contractor how much labour will be required to make a certain length of road ?—Yes.

M-1429. Why do you not make that road yourself instead of getting a contractor to make it ?—We would have to arrange for recruiting and feeding the labour ; we would have to have a great many more supervisors ; we would lose a lot of money through labour wanting advances and then running away. I believe contractors lose a lot of money through giving advances to labour and not recovering them.

M-1430. *Mr. Clow* : Who maintains the road ?—Government staff nearly entirely.

M-1431. *Sir Alexander Murray* : If you must have contractors, is there any reason why the contractor's labour should not be placed on your books and wages paid by you to them ?—It could be done. It would mean a lot of extra trouble to us.

M-1432. Would you like to have the duty of introducing it ?—No ; I do not see why we should have the extra trouble.

M-1433. *Mr. Cliff* : Is the maintenance and repair work on the roads done by direct employment ?—Yes, practically all of it.

M-1434. You have been answering Sir Alexander Murray in regard to contract labour for new works ?—Yes.

M-1435. *Sir Alexander Murray* : What work is done by the 10,000 unskilled labour employed by your department ?—They are principally maintaining roads.

M-1436. *Sir Alexander Murray* : Why do you not bring these 5,000 contractors' labourers on your books and pay them directly ?—If we did that we would be wiping out a certain number of petty contractors.

M-1437. There are lots of people who want to wipe out the petty contractors. When you have an opportunity of doing so, why do you not do it ?—There will naturally be a certain amount of agitation from a number of petty contractors who are making their living by these contracts.

M-1438. Is that the only reason ?—It is not the only reason. We do not want to assume responsibilities which are not necessary.

M-1439. Why do you give out works of every description on contract whenever possible ?—I think I am right in saying that some time ago there was an agitation against our doing too much work departmentally.

It was believed that departmental work was not as economic as contractor's work. There are cases where undoubtedly it is so.

M-1440. Why do these contractors usually sublet to petty contractors ?—In cases of big works costing say a lakh of rupees and more which involve masonry, carpentry, earth work and so on, the contractor is allowed to employ *maistries* or sub-contractors. It is the only way in which the work can be done economically.

M-1441. As a practical man give us your opinion whether you could or could not dispense with contractor's labour ?—It is possible, but it would be very difficult to do it. I do not think it is advisable.

M-1442. Would you be willing to do the type of work that you are doing without contractor's labour ?—We could do it if Government gave us the necessary establishment. It would cost the taxpayer a good deal more and would create an enormous amount of opposition which we might not be able to get over.

M-1443. *Mr. Tait* : You pay your unskilled labour Rs. 15 to Rs. 30 a month. What is the average rate for unskilled labour in the vicinity of Rangoon ?—In cases where they are employed by the month they get about Rs. 18 a month.

M-1444. *Mr. Cliff* : Do you employ any considerable amount of Burman labour ?—The amount of Burman labour which we employ has increased recently. We employ a considerable number of them in places like Mandalay, Kyankse and Shwebo.

M-1445. Have you any figures with regard to the proportion of Burman labour to the whole ?—No. In Upper Burma we employ Kachins and various other tribes.

M-1446. When you have a demand for extra labour, how is the demand met without Government making any special arrangement for it ? Do the contractors recruit labour locally or from India ?—The departmental labour usually replaces itself. If some members of a gang want to go home, the *mistry* replaces them by other labourers. They may come from India or they may be taken over from other works in the neighbourhood.

M-1447. What is your definition of large works where special medical arrangements are provided ?—There is no actual definition, but I should say works where more than 500 labourers are employed in one place.

M-1448. In cases like that is there a regular consultation with the Public Health Department ?—Yes. As a rule we have a Sub-Assistant Surgeon to look after the health of the coolies, and medical arrangements are made in consultation with the Inspector General of Hospitals. The Public Health Department inspects the camps whenever it considers necessary and advises us.

M-1449. What is the number of convict labour which you employ on your works ?—I think there are about 2,200 convicts employed on our quarries.

M-1450. Are they also paid wages on the same scale ?—The convicts are under the jail department and the jail department are the contractors for us.

M-1451. *U Hla Bu* : Out of your 10,000 unskilled labourers what percentage is Burman labour ?—I am afraid I have no figures, but I can say that the number is increasing.

M-1452. How long have you been in Burma ?—26 years.

M-1453. About 25 years ago was there not a Government order prohibiting the employment of Indian labour on Government works in Upper Burma ?—I have not heard of that.

M-1454. Would there be any difficulty in carrying out your works if such an order was made now, as a means of affording more employment to Burmans ?—In certain circumstances there would be some difficulty ; for instance there are certain places where the Burmese labour would not go and work. I can think of one place now, though it is not exactly in Upper Burma, and that is Pyinyaung on the Taunggyi road. Burmese labour does not go there. As a rule the Burmese labourer will work only near the village where he stays. Hitherto we have not been able to get Burmese labour to go to certain unhealthy places.

M-1455. *Mrs. Luce* : Is it because the contractors do not treat them properly and give them adequate housing accommodation and so on ?—No, and I am referring to Government works where the labourers are almost always housed.

M-1456. *U Hla Bu* : The Burmese Labour Bureau says there are 10,000 Burman labourers in Rangoon without any employment. Could you suggest any way by which we can find employment for these unemployed Burmans ?—They may go to other parts of Burma where work is available.

M-1457. There may be another 10,000 there also without employment ?—I do not think there is. As far as I know the Burman labour which we are employing on maintenance of roads is quite satisfactory and the Executive Engineers on the whole prefer it to Indian labour. The only thing is for the Burman labour to come forward and ask the Executive Engineers for employment.

M-1458. Unless you put in some such clause as I have suggested what chance is there for Burman labour to get employment ?

The Chairman : Are these contractors universally Indians or are some of them Burmans ?—There is a certain number of Burman contractors also, but curiously enough they prefer to employ Indian labour.

U Hla Bu : I myself am a contractor and I prefer to employ Indian labour because Indian labour is cheap, and I would always employ Indian labour unless we were prohibited by law. If the Burman labour is trained for a couple of years it will also become as cheap and efficient as Indian labour. At present I had a case in which I found that where the Oriya coolies could finish 100 c. ft. of earth work, the Burman coolies finished only 25 c. ft.

M-1459. *Sir Victor Sassoon* : On this road maintenance work, is the Burmese labour quite as efficient as Indian labour ?—Yes. As long as it does not involve continuous hard work such as earthwork. The Burmese labour is quite as efficient as Indian labour on this kind of light work. We pay them the same rate of wages as Indian labour.

M-1460. *U Hla Bu* : Have you not got a clause in the tenders to the effect that the contractors should compulsorily employ a certain number of Burman labourers ?—Yes, the clause is this :

"Where Burmese labour of a suitable nature is available such labour is to be employed by the contractor failing which, after three warnings given at not less than ten days' intervals, if the contractor is unable to substantiate his reason for non-employment of the Burman labour available, his contract will be liable to cancellation."

M-1461. Has not that clause become a dead letter in practice ?—It may be that the contractors have not been able to get suitable Burman labour. It is only recently since the present depression in trade that the Burman has come forward at all and wanted to work. He did not want to work before and the question is whether after the trade revives he will want to work later on.

M-1462. *Mr. Tyabji* : Has there not been a dispute between a contractor and his labourers at Ye ?—I do not know ; I have not been at Ye.

M-1463. In the case of your daily-rated staff, do you give Sunday off with pay ?—The custom is not the same all over Burma. We arrange with the labour that they are paid so much per month and on that we work out the daily-rate. If the labourer is absent for a day he does not get that day's wage. But in some cases the labourers are paid for some non-working days in a month, such as Sundays and bazaar days.

M-1464. Why have you reduced the pay of engine drivers from Rs. 50—100 to Rs. 50 to 60 ?—The engine drivers were not employed continuously throughout the year when their pay was from Rs. 50 to 100. Now we want to make their employment continuous throughout the year and make them responsible for their machines. I think as a consequence of continuous employment, whether there is work on hand or not, the wages have been reduced slightly, I cannot say by how much.

M-1465. How do you decide how much a driver is worth ?—It is largely a question of negotiation and the ability of the driver. If he is a good driver and if he has worked for us for some time we would probably pay him as much as Rs. 100.

M-1466. *Colonel Russell* : What do you mean by saying that the contractors house their labourers temporarily when necessary ?—The contractor puts up bamboo and thatched houses if he cannot get housing accommodation in the neighbouring village. But very often there are rest houses in the village which can be occupied by coolies for weeks or months. If the work is expected to last for a long time the contractors put up temporary thatched houses for the housing of their labourers.

M-1467. Do you effect any supervision over the houses that the contractors put up ?—Only a general supervision.

M-1468. You have no clause in your agreement with contractors as to the amount of housing, conservancy and water arrangements that the contractors have to supply ?—No.

M-1469. Would you object to such a clause being put in in the agreement with contractors ?—No.

M-1470. Were the rules under paragraph 264 of the Public Works Department Code (Section XII) drawn up by the Public Health department and accepted by you ?—Yes.

M-1471. Dealing with the question of housing you use the phrase " Conservancy in the jungle is unnecessary ". Do you think that the public health department sanction that statement in their rules ?—They may or they may not.

M-1472. Do you think that it is a fair statement ?—Absolutely. May I add that these rules in the Code refer to big works, while in my memorandum I am only referring to individual gangs.

M-1473. Gangs of what number ?—10 or 15.

M-1474. *Mr. Ahmed* : Am I right in assuming that the fines you recover from your workers and also the unclaimed wages are not utilized for the welfare of the labourers ?—Yes.

M-1475. Your men, I take it, have neither the benefit of a provident fund nor are they entitled to get any pension ?—That is so.

M-1476. In view of the many evils prevalent in the contract system, would it not be advisable if your department could do all the work under its direct supervision with an increased staff ?

M-1477. *The Chairman* : Have you anything to add to what you have said on that point ?—I do not think I have anything more to say.

M-1478. *Sir Victor Sassoon* : I think you make use of jail labour for quarrying ?—We have got 2,200 persons employed on quarrying.

M-1479. What rates do you pay for them ?—We pay the ordinary rates that we would pay in the open market.

M-1480. Can you tell us whether in the case of jail labour they are under the same factory rules as ordinary labour or other rules ?—I think they are entirely under the jail manual rules.

M-1481. So that the question of compensation does not occur in their case ?—I do not think so.

(The witness withdrew.)

Captain R. B. RUSHALL, representative of stevedoring firms in Rangoon.

M-1482. *The Chairman* : I understand you have been for very many years in Rangoon engaged in stevedore business ?—On the 13th of this month I will be 45 years since I landed in Rangoon. As a stevedore I have been in business for about 25 years. Previous to that I was in the British India Steam Navigation Company and the Irrawaddy Flotilla Company. Altogether there are six stevedore firms in Rangoon, but I speak on behalf of four firms, namely R. F. Comotto, Harikrishna Pillay, A. Vrsalovich and my own firm.

M-1483. Am I right that there is no permanent organization amongst you ?—Quite right. We have no master stevedores' association or anything of that sort. We never come together unless there is trouble.

M-1484. Have you ever considered coming together for constructive purposes ?—At the last strike we realized that it would be beneficial to all

concerned if we had a stevedores' association, and we wrote to Calcutta to see if they had anything of that sort to help us in forming a society in Rangoon. The reply we got from Calcutta was that there were only 2 or 3 stevedores who were members of an association and that the others were all outside it. We have not gone any further in the matter. Mr. Miller Stirling, I think, is the Chairman of the shipping committee of the Chamber of Commerce and he did promise that he would write and see if he could get something to give us a start. We approached the Boat Owners' Association to see what sort of rules and regulations they had, but we could get no assistance from them.

M-1485. What you have said indicates that you are prepared to come together and take a constructive view not merely for the protection but also for the improvement of your own industry ?—Quite so.

M-1486. *Mr. Cliff* : What proportion of the tonnage of the port is handled by the four stevedores whom you represent ?—I used to handle 1¼ million tons before the trade depression set in. I cannot tell you what the other stevedores handle, but, outside the British India Steam Navigation Company—I must say that in all my answers to-day I will be excluding the B. I. S. N. Company—I think I would be justified in saying that I handle more than 50 per cent. of the shipping that comes into the port of Rangoon.

M-1487. Do the British India Steam Navigation Company handle more than that handled by all the four stevedores put together ?—I really cannot say.

M-1488. You have no association of stevedores, but have you a common understanding amongst yourselves with regard to the rates of pay to be paid ?—Yes, we all pay the same rates of pay.

M-1489. Have you an understanding with the British India Steam Navigation Company on that as well ?—No.

M-1430. How do you recruit your labour ?—We do not recruit it, but the *maistries* do. In fact, I think it is very doubtful if the *maistries* recruit it in the ordinary sense of the term. The labour, I think, comes automatically. For instance, I have men working for me who have worked in Patrick Henderson's for over 40 years, and they would come in spite of any *maistry*.

M-1491. Do the stevedores employ a number of *maistries* ?—Each stevedore has one head *maistry*.

M-1492. Does the stevedores rely on the head *maistry* for the supply of labour ?—Yes.

M-1493. Is it your view, speaking from your experience, that the *maistries* are able now to recruit all the labour they require here in Rangoon ?—Yes, I think so.

M-1494. How many people were offering for work on the docks in Rangoon prior to the strike ?—I cannot say.

M-1495. You have no rough idea at all ?—No.

M-1496. Have you any idea of the number who are offering to-day ?—There was only one ship this morning and she had *Coringhi* labour. I think there were about 400 Burmans but I could not employ one.

M-1497. Were there any Indians ?—There were as many Indians as I wanted.

M-1498. Does the head *maistry* pay wages ?—Yes.

M-1499. Are you not concerned with the wages at all ?—We pay the *maistry* five days after the departure of the ship. That is the system we have in Rangoon. The *maistry* makes a bill, so many coolies, so many *kamalis* and so many winchmen at so much a head. In addition to that we pay the *maistry* for every ship that works Rs. 2 per ship. If the ship works from 6 to 6 or half a day only the head *maistry* gets Rs. 2, but if she works in the night also he gets another Rs. 2. That is the head *maistry's* commission. The coolie is now getting Rs. 1-12-0 but we pay to the *maistry* Rs. 1-13-0 and thus the *maistry* gets a commission of one anna for every man employed.

M-1500. How many men would the head *maistry* have working under him ?—Suppose I wanted 40 gangs to-night on the river. My *maistry* would not have all the 40 gangs and so he would ask the other head *maistries* to supply him their gangs to make up the number.

M-1501. So he may have 40 gangs working at one time ?—Sometimes even more than that.

M-1502. But the commission which you have enumerated is paid to him ?—Yes.

M-1503. If he borrows any gang from other head *maistries* would he have to give them a portion of his commission ?—No. The head *maistry* has to keep a certain amount of clerical staff. In the busy season these clerks go round at 3 in the morning and wake up the workers to have their food and be ready to go to work in the day time. In the case of my own *maistry* he has 4 or 5 clerks, and he pays them out of this commission of an anna and Rs. 2.

M-1504. Who are the supervisors below the head *maistry* ?—We have foremen. Many of my foremen get Rs. 7 a day.

M-1505. Are they permanent ?—No, they are casual labourers.

M-1506. Do they get a regular standing wage, or are they paid any commission ?—They get no commission ; they get Rs. 7 for every 12 hours they work.

M-1507. In addition to the foreman is there such a man as a gang *maistry* ?—Yes, there is a gang *maistry* for each gang.

M-1508. How is the gang *maistry* paid ?—When I came into the business I found that there was always a man short, and I started counting these men. My head foreman said to me " You are making a big mistake. If you insist on the exact number they will do less work." A gang consists of 15 coolies including the *maistry*, but you will have 14 coolies only including the *maistry*. The gang *maistry* gets in addition to his usual pay one man's pay.

M-1509. He does that to-day ?—Yes.

M-1510. Does it mean that the gang *maistry* in effect gets the pay of 2 men and he says that 13 men must do the work of 14 men ?—Yes.

M-1511. *Sir Victor Sassoon* : Can they do it ?—Yes, they can. I told the *maistry* to give me 15 men including himself and that I would pay him one man's pay extra but he said ' no '.

M-1512. *Sir Alexander Murray* : How did you arrive at the figure of 15 for each gang ? Would it make any difference in the gang if there were only 12 or 13 instead of 15 ?—They would do less work in that case. This was the number long before the time I came here.

M-1513. *Mr. Cliff* : Taking the labour employed by the head *maistries* in these gangs, are any of them in permanent employ ?—No.

M-1514. Are any of them given preference ?—I myself sometimes give preference. If I have a ship that has a short space I myself tell the head *maistry* that I want this gang or the other, but ordinarily now-a-days the ships have ample space and we very seldom have to do that.

M-1515. Is there a good deal of labour that does not find regular employment ?—On the river we have no regular employment except for our permanent staff, that is the head foremen and supervisors.

M-1516. How many gangs would you put under one foreman ?—Usually 2 gangs.

M-1517. We have had various estimates given to us of the time worked by stevedore coolies in a month. Can you tell us from your experience the amount of time worked by stevedore coolies in a month ?—In the busy season for about 2 months or perhaps 10 weeks the men work practically night and day. But I think if it was worked out at the end of the year it would not average 12 days or certainly not more than 13 days a month.

M-1518. You do not mean to say that the men work continuously ?—Sometimes they do work.

M-1519. That depends upon the condition of the ship ?—Yes ; and in Rangoon it depends upon the number of ships that are in port.

M-1520. So that roughly speaking, as far as your experience goes, you say that on an average a man works for about 12 or 13 days in a month taking the year through ?—Yes.

M-1521. How often are the men paid ?—My system—and I think that is the system of the stevedores that I represent here this evening—is to pay 5 days after the ship sails.

M-1522. Is that money paid after the deduction of an anna by the head *maistry* to which you referred ?—I hand him a cheque for the full amount of the bill and he himself goes to the bank and cashes it.

M-1523. Does he make the deduction of an anna ?—Yes.

M-1524. With regard to any accidents that may occur on the dock or in the ship, who is responsible for seeing to the safety of the working of these gangs ?—We have now in Rangoon the Employers Liability Act. I will now speak for my own self. What I do is this : If a man meets with an accident, no matter how trivial it may be, I personally take him to the hospital. If I am not available one of my foremen takes him to the hospital. After that it becomes a factory case. In the case of men who are killed—I think Mr. Page will bear me out—we are only too glad to pay the compensation as laid down by the law. We do not hesitate about it.

M-1525. With regard to the provision for prevention of accidents, is there any examination of the slings or chains or anything of that kind ?—In Rangoon we have no place where we can test chain slings.

M-1526. Is there a place outside Rangoon for testing ?—Not in Burma, I think.

M-1527. Are there no rules or by-laws to which you have to conform ?—No.

M-1528. *Mr. Tait* : Are not the slings tested regularly by the Board of Trade and a certificate issued ?—I believe the gear is tested at home in England.

M-1529. *Mr. Cliff* : Is there no gear on the dock ?—The Port Commissioners have.

M-1530. With regard to dock slings is there any place for testing them ?—There is no place unless it might be the university where they could test chain slings or wire slings.

M-1531. What hours do the men work ?—We start at 6 and knock off at 5 ; the men work the same number of hours at night time.

M-1532. There is an hour between the finishing of one shift and the beginning of another ?—Yes.

M-1533. Is there any meal interval at all ?—No.

M-1534. How many days a week do they work ?—I have some men that are almost in permanent employment for the Patrick Henderson's steamers. They work about 10 days day and night, that is the day gang works 10 days and the night gang works 10 nights.

M-1535. Would they go on working 10 days without a Sunday off ?—Yes, they work on Sundays.

M-1536. In the space of 6 days a man works 66 hours ?—Yes.

M-1537. It has been suggested to us with regard to the strike which took place in 1924 that when that strike petered out, it was suggested or it was generally understood that there would be a concession of a mid-day interval. Is that so ?—The men were then getting Rs. 1-4-0 or Rs. 1-8-0 a day. They struck for Rs. 2. We decided not to give them Rs. 2, but that they might start work at 7 o'clock in the morning, knock off an hour at mid-day for rest, and knock off again at 5 o'clock in the evening. But the arrangement was never carried into effect.

M-1538. *Sir Victor Sassoon* : You wanted to reduce the working hours from 11 to 9 a day ?—Yes.

M-1539. *Mr. Cliff* : When the dock labour went back to work after that strike, were they given to understand that they would have a mid-day interval ?—I suppose they were.

M-1540. Can you give us any reason why that was not carried out ?—I cannot. It was announced in the Legislative Council that that concession had been granted, but personally I did not know anything about it till I read it in the local press.

M-1541. Does it mean that you did not agree to that, that was the position ?—It was certainly agreed that the men should start at 7, knock off at mid-day, start again at 1, knock off at 5, start at 7, stop at 12, start at 1 and knock off at 5 in the morning.

M-1542. *The Chairman* : Between whom was it agreed ?—I do not think we had very much to say in the matter.

M-1543. Was it agreed over your heads ?—Yes.

M-1544. By whom ? By the Government ?—I would not like to say it was the Government, but we know it was promised to the men.

M-1545. You as employers were not parties to the agreement ?—We were not, any way.

M-1546. *Sir Victor Sassoon* : Perhaps it was agreed to not by all but by some of you ?—I will tell you what I did. You know when a ship comes here with a good import cargo and she has got a big export cargo to load, she has got 10 days to do it in ; there is not much time to waste, and if you knock off 6 hours out of every 24, it is going to make a serious difference. In my own particular case, I bribed my men to start at 6 in the morning ; I paid them overtime, and they started work at 6. I paid overtime since the strike of 1924. Afterwards I stopped it. This overtime applied to the Patrick Henderson's liners, not to coolies for ships that come here to load cargo of rice.

M-1547. *Mr. Cliff* : Excluding liners like the Patrick Henderson's, what is the position now ? Are the men starting at 6 ?—They are.

M-1548. Is there some definite improvement ?—Yes, and the reason is that the *Coringhis* have realized that the Burman has come to stay, and unless he is better than the Burman he would be out of the job. So he starts at 6 on his own.

M-1549. What, in your opinion, was the cause of the last strike ?—In my opinion, there was a *hartal* on account of the arrest of Mr. Gandhi. But the men went on strike after that day's *hartal* for an increase of pay.

M-1550. They did not resume work ?—No.

Sir Alexander Murray : Did the earthquake have anything to do with it ?—It upset every one's nerves ; it demoralized the men to a certain extent.

M-1551. *Mr. Cliff* : As I understand the situation, the men struck for an increase of pay. Am I correct in saying that after the lapse of a number of days one firm of stevedores actually increased the rate of pay ?—Yes, it was I who did it. I had 17 ships lying in the port of Rangoon. All my work in life has been spent on the Patrick Henderson's flag. Naturally, I have a sort of affection for the company, and would do anything to help them out of a difficulty. The steamer *Sagaing* was lying with 86 passengers booked. I approached the representative of the British India Steam Navigation Co. on the first day of the strike and told him " You are a rich corporation ; give us the lead. Whatever you decide to do, I would follow ". They said they would not give the men an increase of pay. On the evening of the second day I was goaded to desperation. The representative of the British India Steam Navigation Co. said he had ample labour for all their ships. I had to admit that I had not one cooly. I again went up to him and said " Are you going to give us a lead or not ? Lock out if you want ; I will follow you ". He said he was not going to do anything. I went back to the jetty. I drove all my gang *maistries* away. I called all the coolies and told them that I would give an increase of 4 annas a day. They asked how long I was going to do it ; I replied, till the end of June. They wanted me to do it till the end of the year, and ultimately I agreed. That was at 5 o'clock. At 6-10 I had 35 gangs working.

M-1552. *Sir Alexander Murray* : Why did you drive out the gang *maistries* ?—Because I did not want them to influence the men. We worked all night on the *Sagaing*. The next morning there was a little excitement in the port of Rangoon. They said I was trying to ruin everybody and all the stevedores. I said, this is my business. My contracts are entered into direct with the owners in Great Britain or Japan ; there is no clause in my contract that I shall pay the cooly Rs. 1-8-0 or Rs. 2 ; I have contracted to load and discharge a ship at so much a ton ; it is my right to decide what I would pay the labourer. The extra cost for 2,500 tons for the Patrick Henderson's steamer demanded by the men was Rs. 157-12-0.

M-1553. *Mr. Cliff* : At the meeting that took place on Friday morning, you were overborne by the others ?—Had I not withdrawn my men from the ships, I should have been turned out of the business.

M-1554. Is it true that a few days subsequent to that, the same people who met you on Friday morning, at a further meeting agreed to pay Rs. 1-12-0 ?—The strike went on for about a fortnight. I heard from the banks and various places that the strike must collapse and that the shipping agents had refused to accede to the men's demands. I was quite sure the men were not going to give way. So, on Saturday morning I paid Burmese coolies for a day on board the ship they were working. I went round on Saturday with the feeling that the strike was about to collapse. I got the gang *maistries* together and told them " Tomorrow is the Sabbath ; no English captain will work on the Sabbath day ; you better go home and not come to the jetty ". At about 4-30 I was still going round when I received a pencil chit " Strike over. You may pay Rs. 1-12-0 after 6 o'clock this evening ".

M-1555. Was that chit from your coal stevedores and the British India Steam Navigation Co. ?—No, from a shipping agent.

M-1556. *Sir Alexander Murray* : You paid the Burmans Rs. 1-12-0 ?—I paid Rs. 2. The Indians refused to work for less than Rs. 1-12-0.

M-1557. *Mr. Cliff* : As I understand it, on the Saturday when the strike terminated, the men were told that they would receive Rs. 1-12-0 ?—Yes.

M-1558. Did that meeting resolve to accept Rs. 1-12-0 ?—Yes.

M-1559. They came to resume work on Monday ?—Yes.

M-1560. In consequence of a meeting between the men who had been on strike and the men who had been working in their place, there was a fracas which resulted in serious riots ?—There was a big row in Rangoon.

M-1561. I understand that eventually it was decided that Burmans and Indians should be employed roughly half and half ?—That was the arrangement.

M-1562. Was this arrangement ever put to the Indian labourers ?—There was an Indian gentleman on the Conciliation Board.

M-1563. I am not thinking of the Conciliation Board. I understand that on the Saturday first of all there was the offer of Rs. 1-12-0 ; the meeting eventually decided to accept Rs. 1-12-0. I understand that from some quarter this proposal to employ Burmans and Indians in the proportion of 50 and 50 was put forward. What I want to know is whether you have any

knowledge that this proposal was put to the Indian labourers ?—As far as I know, there was His Excellency at the meeting of the Conciliation Board, and the shipowners' representatives and shipping agents were called to the Port Commissioners' to meet His Excellency, and it was proposed and accepted that fifty-fifty should be worked as near as possible.

M-1564. That was accepted by the stevedores ?—By the shipping agents.

Sir Alexander Murray : We are speaking of that week end Saturday and Sunday when you told the Indians that they could resume work on Rs. 1-12-0 a day.

Mr. Cliff : I am speaking of what occurred after the riots.

M-1565. *Sir Alexander Murray* : On the day that you agreed to give Rs. 1-12-0, did you tell the Indians that they would get Rs. 1-12-0 but that Indians and Burmans would be engaged in the proportion of fifty to fifty ?—I could not say. But on the Saturday evening when I came on shore I told my head *maistry* that the men would get Rs. 1-12-0.

M-1566. *Mr. Cliff* : As I understand it the point about 50 Burmans being engaged to 50 Indians was not put to the mass meeting ? —They were told that at the mass meeting.

M-1567. *U Hla Bu* : That was after the riots ?—That was when the Conciliation Board decided it.

M-1568. *Mr. Cliff* : Am I right in understanding that the stevedores and the shippers have made representations to the Conciliation Board that Burman labour is inefficient ?—After the meeting and the decision about the fifty-fifty arrangement, we were called to the Conciliation Board and were told that the agents had accepted the arrangement. To make a long story short, we were simply told that we have got to work fifty-fifty Indians and Burmans to the best of our ability. One of the stevedores asked the Chairman " Is it usual for a man who goes to learn business to get the maximum pay to start with ? "

M-1569. Has any such representation been made to the Conciliation Board within the last 6 or 7 weeks ?—I do not know whether the shipping agents have made any representation or not.

M-1570. In this month of November, is Burmese labour more efficient than it was in the month of July ?—Many people said that the Burmese could not do it well. I have demonstrated to the whole world that the Burmese can do it well. But the point is the expense. The export and import cargo of the steamer *Burma* amounted to 10,247 tons. Working with Burmese labour, the cost was Rs. 8,682-9-3. Indian labour at its present rate of Rs. 1-12-0 would have cost Rs. 5,284-11-3, which makes a difference of Rs. 3,397-14-0 to work the ship with Burmese labour. So far as the ship was concerned, she never carried better cargo in her life ; she kept to time. She was well stored ; when the ship was here, we made about 160 tons of space. The steamer *Amrapura* is a similar case. It is the cost the shipowner is objecting to.

M-1571. When was the steamer loaded ?—Four weeks ago.

M-1572. *Sir Alexander Murray* : The increased cost was due to the long time taken to load the ship ?—We did not take longer. We employed more men.

M-1573. *Mr. Cliff* : The actual work is done quite as skilfully by the Burman as by the Indian ?—I would not say quite as skilfully, because we had to give them a great deal more supervision that with *Coringhi* labour. Ordinarily, we employ one foreman for two gangs, but for the gang of Burmans that I put on board I employed one foreman for one gang.

M-1574. Would you say that, in your opinion, in another six months' working, this extra cost for the Burmese labourers need not be incurred ? —If you mean to ask whether in six months' time the Burmese would be able to load a ship as cheaply as the *Coringhis*, I should say, no.

M-1575. *The Chairman* : Your point is that it does not matter to you as a stevedore if the agents decide on a policy of this kind ; they must pay for it ?—We are the servants of the shipowner. As our interests are wrapped up with the interests of the shipowner, we desire to work a ship as cheaply as possible, because our very existence depends upon it. We must be able to compete with our competitors.

M-1576. If the cost of the work is permanently too high, the port of Rangoon will suffer as a port : a certain amount of trade comes to ports in accordance with the economy in handling goods ?—In some of the discussions that took place during the strike, the cooly *maistries* were told that the cost would be so high that the shipowners would not send the ships to Rangoon. They replied that if they did not, the Germans and the Japanese would send their ships, and that Rs. 1-8-0 per day was not enough to feed their stomachs.

M-1577. *Mr. Birla* : It will cut the profit of the stevedores to some extent on account of the increased cost ?—Yes, it must do so.

M-1578. Will this increased cost be divided between the stevedores and the Port of Rangoon ?—Unfortunately, the Port of Rangoon is not employing Burman labour. That is why the shipowners feel it very hard. Government Departments are not encouraging Burmans ; they want Burmans engaged at the expense of the shipowner. The Port Commissioners are not employing Burmans.

M-1579. *Mr. Cliff* : It is suggested to us that the fifty-fifty arrangement is not being adhered to by the stevedores : Is that so ?—It is quite impossible to do it in that way. One ship comes for 10,000 tons ; another for 4,000 tons, and another for 1,200 tons. How are you to do it with the fifty-fifty arrangement ? In fact the Burman and the *Coringhis* do not expect to be exact. A steamship company has ships between here and South Africa : the steamer *Lakshmi* was here trading other day, she employed *Coringhis*. The next ship is the *Gujarat* ; she will employ Burmans. It is turn and turn about, and that is the nearest we can get to the fifty-fifty arrangement.

M-1580. On account of this fifty-fifty arrangement, a large amount of Indian labour must be unemployed ?—Yes.

M-1581. Is that labour still in Rangoon, or has it left Rangoon ?—It has left Rangoon, but they are gradually coming back in my opinion.

M-1582. Roughly the dock labourer gets about Rs. 20 a month ; do you think that rate of pay is exorbitant ?—No, I do not.

M-1583. Do you think they earn that Rs. 20 a month ?—If any Member of the Commission went aboard a ship and saw them hauling bags in the ship's hold, he would soon realize how they earn the money they get in 6 hours.

M-1584. *Sir Victor Sassoon* : You have told us that you have a busy season for about 8 to 10 weeks ?—Yes.

M-1585. During that time the gangs are employed night and day ?—Practically.

M-1586. When would those 10 weeks be ?—Beginning about the first or second week in February it goes on until the middle of April or the beginning of May.

M-1587. How many men would be employed in that peak period altogether ?—Say there are 45 ships working ; there will be an average of 4 gangs per ship, and there are 21 men in a gang.

M-1588. That would be 4,500 ?—Yes. I am speaking apart from the British India Steam Navigation Company, with whose men the total number I should guess to be about 8,000.

M-1589. During that rush period of about 3 months in the year, when there would be about 8,000 men employed, would each individual man be working 7 days a week ?—Yes.

M-1590. So that the individual man would be working 30 days a month ?—Yes, for that period.

M-1591. Is the present time, November, about the slackest time of the year ?—Yes ; to-day I have 16 men working. That slackest period is for 5 months from October to February. I should think a coolie on the river to-day is not getting two days' work a week.

M-1592. And in that very slack period two ships might come at once and then there might be nothing for a day or two ?—Yes.

M-1593. During that 5 months when work is slackest how many men do you have working ?—This month I should think I would be averaging 125 to 150 men a day.

M-1594. What is the largest number of men you would employ during this very slack period ?—The biggest number I employed in one day last month was about 260.

M-1595. On any one day during the slack months how many ships would you expect to be loading and unloading at the same time ?—About 5 or 6.

M-1596. How many men would that mean ?—About 4 gangs per ship ; it would be about 400.

M-1597. Therefore your peak day during that period would be only 400 men ?—Yes, excluding the British India Steam Navigation Company.

M-1598. How many men would the British India Steam Navigation Company be employing ?—I suppose about 400, but I am only guessing.

M-1599. So that, as a guess, if you and the British India Steam Navigation Company had 800 men available, you would have all the men you would want during 5 months ?—Yes.

M-1600. I suppose during the intermediary 4 months in the year more than 800 men would be required ?—Yes, I should think more than 6,000 men would be required to work the ships in port during those 4 months.

M-1601. During the year for 3 months you need 8,000, for 5 months 800, and for 4 months 6,000 ?—Yes.

M-1602. You have pointed out that you pay the *maistry* and he pays the men, taking off an anna in the rupee ?—Yes, and his Rs. 2.

M-1603. Do you think that is all he deducts, or do you think he gets a bit more in practice ?—We hear all sorts of rumours but I could not say if they are true. A lot of my men work for me all the year round and they would not tolerate it ; my men come to me with the slightest grievance.

M-1604. Would you say there is no money taken from the best men on regular work ?—There is not.

M-1605. But money may be taken from the less efficient men who are casual men who find it difficult to get work ?—Yes. Some years ago I found that one of my men had been pilfering belts ; I had to pay for 2 dozen belts and I deducted the cost from the bill. I afterwards found out that my *maistry* had deducted the cost of 6 dozen belts. I have not got that *maistry* now. That is the only instance I have.

M-1606. Do you think there is any delay by the *maistry* in paying the men ?—No ; in fact, all these men are in debt to the *maistry*.

M-1607. That debt is not due to what they owed for coming here ?—No, it is what they have taken in Rangoon ; they come to Rangoon, take an allowance to send to their families and sign an on-demand receipt. It is not for their passages ; my *maistry* certainly does not recruit in India : he gets the men here.

M-1608. He acts as a money-lender to the men ?—Yes, but of course he comes to us first for the money.

M-1609. Do you lend him the money ?—Yes ; my *maistry* generally owes me anything from Rs. 8,000 to 10,000.

M-1610. You think that is what he has lent to the coolies ?—Yes, that is his excuse for coming to get it.

M-1611. To how many men would that money be lent ?—I could not say.

M-1612. How many gangs has the *maistry* got more or less under his control ?—About 35 or 40.

M-1613. That would be about 800 men, so that it works out at an average of Rs. 10 a man.

M-1614. *Sir Alexander Murray* : Do they pay their *maistry* interest ?—I really do not know.

M-1615. Does the *maistry* pay you interest ?—No.

M-1616. *Mr. Birla* : All these stevedore firms are paid on piece-work, are they not ?—On tonnage rates.

M-1617. The stevedore firms employ *maistries ?*—Yes.

M-1618. Do those *maistries* employ *sub-maistries* or do they employ the labour directly without any other intermediary ?—The gang *maistry* might be called a sub-*maistry ;* the *maistry* tells the gang *maistry* to take so many men to such and such a ship. We do not deal with the gang *maistries.*

M-1619. Out of the money which is paid by those for whom the work is done, a share goes to the stevedore firm, a share to the *maistries* and a share to the gang *maistries ?*—I really do not know whether the *maistry* pays the coolie direct or through the gang *maistry ;* I have never been present when they have been paid.

M-1620. Have you ever considered employing the *maistries* on piece-work, that is to say, on a tonnage system ?—Most of our contracts would not permit us to sublet ; I myself would not be prepared to employ a coolie on tonnage rates, because he would scamp the work ; the blocking out has to be watched very carefully. I do not think any shipowner would allow us to sublet in that way.

M-1621. But is not your system equivalent to subletting ?—In the busy season the head *maistry* is not able to visit the ships, let alone supervise the work.

M-1622. Would you prefer to employ a *maistry* who employs a smaller number of men to do the work and so reduces the cost ?—No. I have some sympathy for the labourer and I am very angry if I find they have more than one man short in a gang ; I punish them very severely.

M-1623. From the point of view of efficiency I suppose there is some difference between different gangs of Indian labour ?—Yes, there is.

M-1624. I suppose you give preference to those that are more efficient ?—Where a ship is short of space or is in a great hurry, I personally select the gangs for the ship.

M-1625. Is it not in your interests to employ those men who are more efficient because that will allow you a larger margin of profit ?—Yes, but if we were to enforce that we should have a strike. In Rangoon we sublet by tonnage the discharging of coal and salt ; we sublet it to the *maistries* who employ their own men.

M-1626. Has the increased cost owing to inefficient work been at the expense of the shipping agent, or has it cut down your margin of profit ?—The shipowner pays the extra cost. When we were ordered to work 50—50 Burmans and Indians we could not work on a tonnage rate. I do not know whether any stevedore this coming year will tender for tonnage rate to work Burmese labour. The owners pay us the actual cost of the labour put on board ; one of the ship's officers is told off to check the labourers every morning and evening.

M-1627. And over and above that they pay you your supervision charges ?—Yes, 20 per cent.

M-1628. When did the first Burman do this kind of work ?—I do not think it is generally known, but when I first came to Burma the ships used to be handled by Burmese labour ; there was no Indian labour at that time. I would not like to state it as a positive fact, because I could not prove it, but I have an impression that the Government subsidized Indian labour to get it over here, and amongst ourselves we have said it is up to Government to subsidize the Burmese labour, the same as they did the Indian labour when they first brought it here.

M-1629. How did the Burmese worker disappear from the field ?—Because the Indian labour was cheaper. Moulmein had a world-wide reputation for stowing timber ; there was no port in the world where timber was stowed as well as it was stowed in Moulmein, and they were all Burmese workers. In fact, 25 years ago, if I had a difficult job, I used to go to Moulmein and get the Ghonds and men from Moulmein to handle the ship here in Rangoon.

M-1630. *Sir Victor Sassoon* : What were they paid ?—I forget.

M-1631. *Mr. Birla* : When did Burmese labour reappear ?—Every time we have had a strike in Rangoon we have called on the Burmans to break the strike.

M-1632. In normal times when there is plenty of Indian labour, is the Burman unwilling to work for the wages the Indian worker is getting ?—No, I do not think so.

M-1633. Is it on account of the trade depression that you think you are getting more Burmans recently seeking employment ?—Of course there is a great deal of unemployment.

M-1634. If Indian labour were stopped altogether, do you think you could get plenty of Burman labour ?—If Indian labour were stopped altogether, the trade of the port and the trade of the Province would collapse.

M-1635. How long would it take the Burman labour to become as efficient as the Indian labour is at present ?—I would say one year.

M-1636. You think in one year they will be equal to Indians ?—Yes, but they will not be as cheap. I do not think the Burman will ever work for Re. 1 a day on board a ship. I believe the Burmese up-country if they came to Rangoon would very soon be as good as the Indians. If you travel up river you will see the way people carry heavy loads on their heads and that sort of thing. They are strong.

M-1637. Why do not you get them here ?—I believe they would be glad to come. I was offered 500 men from up-country, but I could not take on 500 men as I had nowhere to house them in Rangoon : the work on board ship is casual work.

M-1638. *The Chairman* : I think the British India Steam Navigation Company do not employ stevedores ; they have a cargo superintendent, a head *maistry* and a labour clerk, all on salary ?—I believe so ; I know they have a superintendent ; I do not know anything about the clerk.

M-1639. Their trade represents just under half the cargo trade of the port, I think you said ?—Yes.

M-1640. I suppose their cargo superintendent corresponds with you as a master stevedore ?—Yes.

M-1641. If the agents who employ you offered you a fixed salary in accordance with your ability and experience, would there be any difficulty ?—I should be delighted to take the job.

M-1642. You could give your executive skill to the business just as well as you can now ?—Yes.

M-1643. Then what is there that prevents the achievement of an object which would at first sight seem to be a desirable one ?—Some companies have one ship coming to Rangoon in two or three years ; I think Patrick Hendersons have between 24 and 28 ships a year ; Andrew Weir have one ship every month which comes for 1,200 to 1,800 tons of cargo. I think it would be much cheaper for the shipowners to employ a stevedore than to employ a superintendent. The owners would all have to amalgamate and they could only employ two or three superintendents. Shipowners, like other business people, do not care about everybody in the world knowing their business. I do not think it would work very well.

M-1644. From the point of view of the men do you think it would be better if this system of direct payment were adopted ?—We are paying the Burmese Re. 1-12-0 and the Ghouds Rs. 3. A lot of these men have had no work and they want their money daily. I cannot prove it, but I am told this is going on : money-lenders come down to the jetty and lend these poor people or give them Re. 1-4-0 for their day's pay, or at the very outside Rs. 1-6-0 ; so that the money-lender and the Ghond between them get As. 6. Nothing like that goes on with the Indians.

M-1645. Have you anything to suggest to the Commission by way of improvement on the existing system ?—If a system of three shifts of 8 hours each was adopted it would be of great advantage to the coolies, but I am not suggesting that it should be adopted because it would increase costs by 50 per cent., which the shipowners will find it extremely difficult to bear in these hard times.

M-1646. Under the stevedore system is it quite impracticable that payments should be made by you or your clerk direct to the worker, although he is recruited and organized by the *maistry* ?—It is quite impossible, because it would again mean increased cost to the ship-owners. We cannot possibly dispense with the head *maistry* both in the interests of the discipline of the workers and cost to the shipowners.

M-1647. We have been given from more than one source lurid accounts of the unhappiness of the coolie under this system whereby these various deductions are made, and there is one and sometimes more than one short in the gang and so on. From what you have told us already I gather that as far as your sphere is concerned you do not agree with those rather lurid accounts of the sufferings of the coolies ?—No, I do not. Taking on the whole, I think the coolie is a fairly happy man. He is not altogether as ignorant as some people might make out.

M-1648. I take it he does come to you in case of a bad *maistry* ?—Yes, he does and I take action.

M-1649. *U Aye Maung* : Was not the 50—50 ratio of Burman and Indian labour arrived at after consulting representatives of Indian labour, Burman labour and the shipping companies ?—I think, yes. But the stevedores were not consulted.

M-1650. If the shipping companies had agreed to this proportion why did they oppose this settlement afterwards ?—I do not know. I have seen several letters from different shipowners. So far as I know they are all ready to employ Burman labour, but in these hard times they feel it a great hardship if they have to pay extra for it. I do not think there is any shipowner who objects to Burman labour being employed. The question is one of cost alone.

M-1651. But when they agreed to the 50—50 ratio, did they not foresee what it would cost them to carry out their undertaking ?—Yes, I should think they knew what it would cost them.

M-1652. Again, did not the stevedores promise at one of the meetings of the Conciliation Board that they would use the offices of the Labour Bureau to employ Burman labour ?—I myself promised personally to work in harmony with the Labour Bureau. I am sure that all the stevedores were anxious to do it as much as possible.

M-1653. Is it not a fact that except yourself no other firm uses the Burmese Labour Bureau for engaging Burman labour ?—I do not know that.

M-1654. *Mrs. Luce* : How do you recruit Burman labour ?—I have a personal assistant. Both of us work in close co-operation with the Labour Bureau.

M-1655. Does he go on collecting habitual offenders from the streets ?—No. He is a respectable man and he takes care to select the best material available.

Mrs. Luce : I am asking this question, because the improvement of the efficiency of Burman labour depends so much on the manner in which they are recruited and engaged. If the Burmese Labour Bureau had been used in the way it ought to be used you would be getting efficient Burman labour.

M-1656. *U Aye Maung* : Do you yourself use the Burmese Labour Bureau not merely for recruiting labour but also in posting them and supervising them and helping them to become more efficient ?—My personal assistant and myself work in close co-operation with the Burmese Labour Bureau, but we cannot let any outside agency post men. It is impossible.

M-1657. *U Hla Bu* : If Government insisted on your employing Burman and Indian labour in the proportion of 50—50, would you propose that Government should pay the difference in cost ?—Yes.

M-1658. *Mr. Tait* : Do you realize that the shipowners cannot indefinitely continue to pay more ?—The shipowner is now doing his best. He is now being penalized. There is no Government Department in this Province which would do as much as the shipowners are willing to do. The other day I was on a committee which passed a resolution

that other things being equal, contracts should be given to men employing 25 per cent. of Burman labour. I think my friend U Hla Bu himself will not employ 25 per cent. of Burman labour. It is very hard on the shipowners to penalize them.

M-1659. *Mr. Tyabji* : What is the weight of a rice bag here ?—Rice shipped to Europe weighs 224 lbs. a bag. At the beginning of the season it will be ½ lb. or ¾ lb. heavier in order to allow for evaporation. The bags sent to coastal ports in India weigh 2 maunds or 164 lbs. Then there is the tare of the bag.

M-1660. Do you not think that it is a comparatively heavy weight ?—Yes; it is very heavy weight for a man to carry all day long.

M-1661. Is it not a fact that the heaviest weight of cement bags in England is 240 lbs. and they employ special type of men to lift them and pay them double wages ?—Here again, if legislation is passed that rice should be put into smaller bags, who is going to bear the extra cost ?

M-1662. Do you not think that the men who carry these 224 lb. bags are physically strong ?—Yes, they must be fairly strong, otherwise they could not handle bags all day long.

M-1663. *Mr. Ahmed* : Do not your *maistries* go across to India and bring back gangs of coolies ?—Not as far as I am concerned. I suppose the coolies come and apply for jobs in Rangoon itself. My former *maistry* had not been to his country for 8 or 9 years.

M-1664. Then do your *maistries* get their gangs in Burma itself ?—Yes.

M-1665. Do not these coolies live and mess together ?—No. Sometimes one gang is spread all over Rangoon.

M-1666. Do not these coolies live huddled together in one room ?—I see you are referring to the living conditions of these coolies. If you go to-night to the 16th and 17th streets you will hardly be able to push a wheelbarrow, not to speak of driving your car, because the men will be sleeping on the streets.

M-1667. Are they not under any agreement with the *maistry* ?—I have never seen any agreement between the *maistry* and his men.

M-1668. Do you see that the *maistry* pays his men shortly after he takes the money from you ?—If any man does not get his pay he comes and tells me and I see that he gets it at once.

M-1669. Do not other stevedores delay payment to the *maistries* ?—I do not think so. Some stevedores pay every Sunday.

M-1670. *Colonel Russell* : Have you done anything in connection with the housing of your coolies ?—My coolies are only casual labour. It is quite impossible for an employer of casual labour to house them.

M-1671. Have your *maistries* had anything to do with the housing of your coolies ? We have had evidence that some coolies do live in houses that are rented by their *maistries* ?—My *maistries* have had nothing to do with housing their coolies. Some *maistries* rent a house and let it for coolies, but it does not follow that the coolies who live in those lodging houses work under the same *maistry*. The *maistry* of the lodging house may not be the same as the *maistry* of the gang.

M-1672. Would not the *maistry* give preference to men of his own gang ?—Yes, he would. None of my *maistries* have got lodging houses in their name.

M-1673. None of the *maistries* you know make additional profit out of the housing of the coolies ?—No.

M-1674. *Sir Alexander Murray* : If a *maistry* built a lodging house for housing the coolies in Rangoon would he not be a public benefactor ?—Yes, he would be a public benefactor, but he would not make any money out of it.

M-1675. *U Aye Maung* : Did you not give the Burman coolies who loaded *S.S. Bhama,* a reward of Rs. 100 for having given satisfaction by their work ?—Yes, I did.

(The witness withdrew.)

BURMA.

Ninth Meeting.

RANGOON.

Tuesday, the 4th November 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B .E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

Mrs. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

U SET, Municipal Commissioner, Rangoon, Dr. K. DALAL, Health Officer, Municipal Corporation, Rangoon, and Mr. MANN, Chief Engineer, Municipal Corporation, Rangoon.

M-1676. *The Chairman* : U Set, as Municipal Commissioner of Rangoon you are the chief executive officer of the Municipality of Rangoon ?—(*U Set*) Yes.

M-1677. I take it that the Corporation itself decides the policy and your duty is to carry out that policy ?—Yes.

M-1678. Have you not made any experiments with the employment of unskilled Burmese labour ?—In one or two small municipal gardens a few Burmese *malis* have been employed. These Burmese have to be paid a slightly higher wage than the Indian coolies.

M-1679. At present it is the policy of your Corporation to employ wholly Indian unskilled labour ?—That is so.

M-1680. And that labour is recruited locally by Indian *maistries* but it is paid direct ?—Yes, the labour is paid direct by the accountant of the department concerned in the presence of an officer.

M-1681. What does the *maistry* do besides recruiting ?—He supervises the work of the gang.

M-1682. Is he in some cases a worker, or is he merely an overseer ?—He does not usually work ; he is generally an overseer.

M-1683. What is the size of the gang that a *maistry* has, as a rule, to look after ?—From 10 to 20.

M-1684. The subordinate supervising staff are the persons next above the *maistries* I imagine ?—Yes.

M-1685. Are they Burmans or Indians ?—We have got Burmans, Indians and also Anglo-Indians.

M-1686. Is your decision to house the conservancy staff a recent one ?—Yes, soon after the last strike.

M-1687. Nothing beyond a decision has been taken at present, I take it ?—I have had schemes drawn up showing where suitable quarters can be built for these people and what the cost would be.

M-1688. When that is done what figure will it add to the 20 per cent. who are at present housed ?—It will add another 40 per cent.

M-1689. What is the total number of labourers you have ?—We have got about 5,000 labourers now.

M-1690. When this new scheme is complete you will be able to house at least 60 per cent. of your 5,000 employees ?—Yes.

M-1691. *Sir Alexander Murray* : Have you estimated the cost of the new scheme ?—My impression is that the estimate will be something like 5 to 8 lakhs according to the nature of materials used ; that is merely a rough estimate. I propose to suggest to the Corporation that we might budget for about 1½ or 2 lakhs a start with.

M 1692. *The Chairman* : You say that the municipal regulations relating to the minimum amount of floor space for each man are not carried out ?—We try to carry them out as much as we possibly can. As a matter of fact, some of the registered buildings were constructed before the new rules came into force. Under the old rules the owner of a registered building had to provide only 24 sq. ft. per man while under the new rules he has to provide 36 sq. ft. Last year, I think we launched about 2,900 prosecutions for breach of these rules.

M-1693. It seems to be generally agreed that 20 to 40 persons per room is rather a rule than an exception ?—Yes.

M-1694. I take it that until more housing accommodation is provided you are not in a position really to enforce your own rule strictly ?—That is the position.

M-1695. Has the Corporation any power to deal with the question of drink evil ?—No.

M-1696. It is helpless ?—It is practically in a helpless position.

M-1697. Is that solely a function of Government ?—Yes. The Corporation at one time was acting in an advisory capacity to Government with regard to the suitability or otherwise of opening a liquor shop in any locality. That was before my time. In one instance the Corporation's advice was not accepted by the excise authorities with the result that the Corporation refused to act as an advisory body any longer.

M-1698. Does any part of the municipal revenue as distinct from the State revenue come from these drug houses ?—No.

M-1699. Therefore the policy of the Corporation as so far declared would be greatly to restrict the facilities for drink and drugs ?—As much as possible within desirable limits.

M-1700. Does the policy of your Corporation go so far as to support total prohibition ?—I do not think the Corporation as a whole would be prepared to adopt that policy.

M-1701. May I take it that the only positive piece of policy of your Corporation is this decision to house your conservancy staff and in that way house 60 per cent. of the Corporation workers ?—Yes.

M-1702. You have no policy for municipal housing of workers other than those whom you employ ?—No.

M-1703. Has the Corporation any housing powers ?—It has an optional power to provide houses for working class people and also for poorer classes.

M-1704. But there is no proposal at present to exercise those powers ? —No.

M-1705. Can you tell me what is the area occupied by the jail premises ? Would I be correct in suggesting that it is about 90 acres ?—I cannot say definitely.

M-1706. Am I correct that there is accommodation for about 1,400 prisoners ?—Yes.

M-1707. Amongst those prisoners a number are life sentence prisoners and a considerable number are leper prisoners, I am told ?—I do not know.

M-1708. Would your Corporation approve the removal of that jail right away outside Rangoon and liberating that space for housing purposes ? Has that been considered at all ?—I do not think it has been considered, but I think the Corporation would certainly approve of such a proposal.

M-1709. *Sir Alexander Murray* : With regard to the description of housing conditions given in your memorandum, may I know whether they represent the views of the Corporation or whether they are your own views ?—They are the views of the Health Officer. It is a reproduction from Dr. Dalal's note.

M 1710. Do you endorse them personally ?—To a certain extent I do.

M-1711. You endorse them as the Municipal Commissioner representing the Corporation ?—Yes.

M-1712. May I enquire whether your reference to sweated labour in your memorandum is a fair description of the labour in Rangoon ?—I think so.

M-1713. *The Chairman* : Everything depends on the definition of the word " sweated " ?—Yes, by " sweated labour " I mean that they are a hard working lot and do hard physical labour.

M-1714. You do not mean under-paid ?—No.

M-1715. *Sir Alexander Murray* : I take it that as far as your responsibility for housing, conservancy, water supply and such other things are concerned, it is immaterial whether you have a migratory population or a static population ?—Yes.

M-1716. Therefore can we wipe out all this redherring about the labour being migratory and deal with the actual fact, namely, that accommodation is not sufficient for the requirements of labour ?—The question of supplying accommodation to a migratory population would be different from what it would be if it were a static population.

M-1717. It is immaterial whether the population is a moving population or not ; the fact is that there is overcrowding all the year round.—It is there in November, December and January in particular, and perhaps not quite so much in April, May and June when the people are going away ?—Yes.

M-1718. On whom, do you say, the responsibility rests for housing this three-fourths of the population of Rangoon ?—I should say, on the employers.

M-1719. I may agree that if there is a rice mill in the country somewhere, the employer should provide the housing for the labourers, or if there is a factory situated away from a town it may be the employers' responsibility to provide the housing. But Rangoon has its floating labour, its rickshaw coolies, its stevedore labour, its bunkering labour, and all the other labour that goes to constitute three-fourths of its population. Can you explain how in such a case you can confine to the employers the responsibility for housing this population ?—In the case of those who come definitely for any employer, I think the employer should be made to look after their housing. As regards the rickshaw coolies, etc., I think it is the duty of the Government.

M-1720. *The Chairman* : It is not the duty of the Municipality ?—I think the Municipality can be held responsible for people who are going to stay in Rangoon, but for the migratory population, I think it is the duty of the provincial Government, because that constitutes the labour not only for Rangoon but for all the other parts of the province. That is my personal opinion.

M-1721. *Sir Alexander Murray* : I accept the distinction between migratory and other labour. But there are always people overcrowded in Rangoon, it does not matter whether they are migratory or not. You say the employer should provide housing for labour. The figures that we have show that out of 300,000 or 400,000 people that come into Rangoon each year, anything from 15,000 to 25,000 are recruited specially. Even assuming that the employer must find housing accommodation for his labour of 15,000 to 25,000, do you suggest that it is the duty of Government to provide housing for all the rest of 300,000 people ?—Personally, I think so.

M-1722. Is it the duty of the Government of India or of the local Government ?—It is the duty of the local Government.

M-1723. You have no grievance against the Government of India that they are leaving undone anything that they ought to have done ?—I have not considered that point. I think it is more the local Government's duty.

M-1724. *The Chairman* : I take it, to put it at a very low figure, 250,000 of these Indian workers are essential to the life and prosperity of Rangoon : you could not do without them. If they were removed tomorrow by a stroke of the pen, Rangoon would be gone ?—That would be so.

M-1725. Would you still say it is the Government's duty ?—Out of this 250,000, I do not think all find their work in Rangoon ; some of them go to the districts. It is more a provincial affair than a local affair.

M-1726. I am taking off those who are on the way up-country. I am speaking of the life of the city and port of Rangoon alone. Would it be correct to say that 250,000 of these Indian labourers are necessary for the life and prosperity of Rangoon ?—Yes.

M-1727. Therefore, in that sense Rangoon could not do without them : her prosperity is based upon them ?—That would follow logically.

M-1728. *Sir Alexander Murray* : In what respect has the local Government failed to do something it ought to have done ?—I do not think the local Government has done anything at all.

M-1729. What do you think the local Government should endeavour to do ?—The local Government should, in co-operation with other public bodies like the Port Trust (the prosperity of the port depends on the prosperity of the town and *vice versa*) and the Corporation, should contribute towards the expenditure on account of housing labour. But I consider that primarily it is the duty of the local Government to take the matter in hand and do it themselves.

M-1730. What is the responsibility that you attach to the Rangoon Development Trust ?—I personally do not think that the Rangoon Development Trust has got very great responsibility in the matter.

M-1731. The Rangoon Development Trust was created 10 years ago for certain reasons that are mentioned in the preamble of the Act. In these 10 years I see that the Development Trust has done a great deal in the way of nice roads and that sort of thing. But has it done anything at all in connection with housing, to your knowledge ?—No.

M-1732. One of the reasons it gives for not doing so is that the cost would be prohibitive, that they would incur a loss by doing so : is that so ? —Yes. The Development Trust is not in a prosperous condition.

M-1733. Does it not apply equally to any private landowner that the cost of building workmen's houses is so prohibitive that it is not a business proposition ?—That would apply to the private landowner too.

M-1734. Going round Rangoon, we see a great deal of building work going on. Why is it that with all that building work going on no houses are being built for workmen ? Do you blame the builders of Rangoon for not taking the initiative in building houses for workmen ?—I do not think you can blame them for not doing it.

M-1735. Let us come to the ordinary owners of house property. We understand that the rents are prohibitive, and that as much as Rs. 36 rent per month is paid for space that almost could be covered by this table. Why is it that property owners will not build workmen's houses when rents are so dear ?—If they build houses designed for that purpose, probably they would not be able to get as much rent from the labourers as they are getting at present ; rents would probably go down with an increase in the number of buildings.

M-1736. One small room with a rent of Rs. 36 per month is shared by 18 labourers, each contributing Rs. 2. Do you mean to suggest that they would not be willing to pay Rs. 2-8-0 for a little more accommodation ?—I doubt very much whether the class of tenants you get would be prepared to pay Rs. 2-8-0 to get better accommodation.

M-1737. *The Chairman* : I take it your view is that accommodation for the lowest class of workers is not an economic proposition for the investor, as things are. Certainly, if your by-laws were enforced, the present conditions could not exist ?—The by-laws have been enforced as much as possible. About 3,000 prosecutions were instituted last year and about Rs. 17,000 were realized as fines from these prosecutions.

M-1738. *Sir Alexander Murray* : You have put it to us that it is the failure of the local Government to act that has been responsible to a certain extent for the housing conditions. In view of the fact that the local Government through the Development Trust owns about 3,600 acres, does not greater responsibility attach to the local Government of Burma to provide housing accommodation than attaches to the Governments of Bengal or Bombay who do not own any land at all ?—I am not prepared to answer that question.

M-1739. *Mr. Clow* : I gather that you agree with Sir Alexander Murray that in places where there are no houses at all, and employers start an industry, it is the employer's responsibility to house his work people ?—I think it is the responsibility of the employer.

M-1740. Does it not follow equally that where the existing housing is all occupied, any employers desiring to extend industry are responsible for housing their labour ?—Yes, that would follow from what I have already stated.

M-1741. In Rangoon you allow the occupants of the houses on the upper floors to throw refuse out of the windows ?—We do not allow it, but we have got no means of preventing them from doing it.

M-1742. You provide them with no alternative ?—The householders, I think, should make their own arrangements to bring the refuse down to the street, to be collected there.

M-1743. There is no place even in the street to put the refuse in ?—We have got dust bins in the streets.

M-1744. Not in the back lanes ?—No ; in front streets only.

M-1745. Do you not think if some means were provided people would use them ?—The whole question was discussed very thoroughly at one time, and no solution seemed possible.

M-1746. Do you take the view that if bins were provided, people would use them ?—I do not think they would use them ; they would simply throw it at the back.

M-1747. There are a good many tenants who take the trouble to grow flowers and try as far as possible to make their own houses beautiful. Do you not think that that type of man would be willing to use a bin, if it was provided, rather than make the back of the house dirty ?—Once they get rid of the rubbish, it will not trouble them at all.

M-1748. Do they like living in the sort of conditions that now exist ?—No. The analogy is different as regards growing flowers in the house and getting rid of rubbish.

M-1749. Growing flowers is surely evidence of their desire for pleasant surroundings ?—The people right up at the top probably will not be disturbed very much by the filth down below.

M-1750. Has the Municipality any control over the number of rickshaws on the streets ?—No. That is done by the Police Department. The Municipality is responsible for the medical inspection of the rickshaw coolies. If they are not physically fit or are suffering from any disease that is likely to have a deleterious effect, they are not given licenses to pull rickshaws.

M-1751. Can you tell us from your experience if there are many more rickshaws in the cold weather than in the hot weather ?—I do not think the number varies very much.

M-1752. We have been told that when an industrial worker who is engaged, for example, in a rice mill early in the year is thrown out of employment, he takes to pulling a rickshaw in the other months of the year. Does that agree with your experience ?—I am afraid I cannot give you an answer to that question. My impression is that the number of rickshaws in Rangoon do not vary very much throughout the year. As a matter of fact, there are only 3,500 rickshaws, but the number of licensed pullers is 11,000.

M-1753. So that, the number of rickshaws may remain constant, but the number of rickshaw pullers may vary largely ?—One pulls the rickshaw during the day and another at night. Ordinarily there are 2 pullers to 1 rickshaw.

M-1754. When employment is abundant, one man may pull the rickshaw all the hours of the day ?—But the number of rickshaw coolies on the streets is limited by the number of rickshaws in existence.

M-1755. But the number of people engaged in rickshaw pulling can vary largely, though the number of rickshaws remains the same. For example, if employment in rice mills and elsewhere is abundant, you may have 4,000 men pulling 3,000 rickshaws : later, when men are thrown out of employment, you may have 10,000 men pulling those 3,000 rickshaws ?—That is possible.

M-1756. *Mr. Birla* : How far has the Rangoon Corporation, as employer, tried to meet its own responsibility regarding housing ?—We have provided for about 20 per cent. of our men, mainly in the conservancy department, and the policy of the Corporation now is to provide housing accommodation for 60 per cent. of its labourers. That would take 4 to 5 years.

M-1757. Apart from the question of supplying houses to its own labourers, what part has the Corporation played in the past in trying to solve the problem of general scarcity of housing accommodation for labouring classes ?—I do not think the Corporation has done anything at all in that direction, except to agree to the suggestion of the Government that the tax on outgoing passengers from Burma should be increased from Rs. 2 to Rs. 3 and that the extra Re. 1 should be handed over to the Development Trust for the purpose of supplying this housing accommodation.

M-1758. Your Corporation was not expected to play any part in the scheme ?—No.

M-1759. Did it ever occur to your Corporation that they might try to solve the problem by raising some loans with the sanction of Government ?—I do not think the Corporation has any such idea.

M-1760. Are the private landlords in Rangoon mostly Indians ?—Yes.

M-1761. Do you think, on account of the movement for the separation of Burma from India, to some extent they are scared to put any more capital in housing property here ?—I know such a rumour was going round, but I do not think any intelligent landlord need have any fear on that score.

M-1762. Your memorandum says that 95 per cent. of your unskilled labour in Rangoon is non-Burmese. Have you ever made any attempt to recruit more Burmese labour ?—The Corporation has not done so, except in the case of half a dozen *malis*.

M-1763. When there is a growing feeling in favour of employing more Burmans in preference to Indians, how is it that your Corporation has not made any attempt in that direction ?—That feeling came about only recently, last May or June. The Corporation has passed a resolution now to give preference to contractors who undertake to employ a certain percentage of Burman labour, other things being equal.

M-1764. *The Chairman* : The Corporation does not do it in its own works, I hear ?—The resolution applies to works given out to contractors. I intended to put up a scheme before the Corporation, but I did not want to increase the tension that is at present existing between the Indian and Burmese labour. If the Corporation decides to employ 20 per cent. Burman labour, the Indian labourers might cause trouble. I think you can get a fair number of Burmese labourers coming forward.

M-1765. *Sir Victor Sassoon* : Are you replacing vacancies with Burmese labour ?—Not yet.

M-1766. *Mr. Tyabji* : As regards giving preference to contractors who employ a certain percentage of Burmese labour, other things being equal, do you take into account the cost ?—You cannot have the cost exactly equal.

M-1767. What would be the difference ?—In a contract for Rs. 20,000, if the difference is Rs. 300 or Rs. 400, it would not matter.

M-1768. *Mr. Birla* : When was that decision arrived at ?—About 2 weeks ago. We have had no occasion to put that decision into practice so far.

M-1769. How do you compare Burman labour with Indian labour in general efficiency in such work as the construction of roads ?—I have seen Burmese labourers employed on road work in Upper Burma, and from what I heard from the P. W. D. officers they think that Burmese labour is quite efficient.

M-1770. *The Chairman* : That is not your personal experience ?—No.

M-1771. *Mr. Birla* : Why are you not in favour of total prohibition ? Do you think that Government will suffer by it ?—I was not looking at it from the point of view of revenue at all. Personally, I do not think it will be possible. Though the Buddhist religion prohibits drink, in Upper Burma you find the men drinking toddy.

M-1772. It is not the defect in the principle ; it is the defect in the administration of it probably. If it were possible, would you like to have total prohibition ?—I do not think we ought to go to that extent.

M-1773. *Mrs. Luce* : Regarding what you say on the extent and effects of disturbance of family life, if the Corporation of Rangoon were to provide suitable housing accommodation, would that not induce the labourers to bring their families along and settle down here ?—I doubt very much whether you can do it. In the housing scheme that I was speaking of, I am making provision for 10 per cent. married quarters.

M-1774. That would induce the labourers to bring out their families ?—That I cannot tell.

M-1775. *Mr. Cliff* : You are providing housing for your conservancy staff, which is Indian labour ?—Yes. From our experience we thought 10 per cent. married quarters would be a fairly sufficient provision.

M-1776. *Sir Victor Sassoon* : Will that be enough when you increase the percentage of Burman labour later on ?—No. In that case more married quarters will have to be provided, because as a rule a Burman labourer will not give up family life.

M-1777. *Mr. Tait* : What is the number of your conservancy staff ?—3,000.

M-1778. Is it not a fact that Burmese labour will not undertake conservancy work ?—Not night soil conservancy, but they will undertake day conservancy work if they are given a sufficiently high wage.

M-1779. Would it not be manifestly unfair if they got a special selected class of work that they would undertake ?—It would be.

M-1780. If Burman labour wishs to take its due share of the work available in the Corporation, they must be prepared to enter the conservancy department as well as other departments ?—I think so, in theory at any rate.

M-1781. On the question of contractors employing a certain percentage of Burman labour being given preference, if there was some difference in the cost, the Corporation would agree to pay the extra cost ?—Yes, if the extra cost is not very much. I am expressing my personal opinion.

M-1782. Do you consider that the ratepayers of Rangoon would be prepared to pay more merely to provide Burmese labour with work ?—The question is whether it is the right policy to encourage indigenous labour or not.

M-1783. The position for the moment is that it has been passed by the Standing Committee, but not accepted by the Corporation ?—Yes. As a matter of fact, I put a definite proposal before the Roads and Buildings Committee, but it was not accepted

M-1784. *Mr. Cliff* : A considerable proportion of the ratepayers in Rangoon are Indians ?—Yes, about two-thirds.

M-1785. *Mr. Tait* : You mention that the minimum wage for unskilled labour now has been raised to Rs. 18 per month in the Corporation. May I take it from that that you consider Rs. 18 a month represents a fair wage for unskilled labour in Rangoon ?—I think it is a somewhat low wage, though you can get men to work on that wage in sufficient numbers, due to the supply being more than the demand.

M-1786. *The Chairman* : That wage is for all the year round work ?—Yes.

M-1787. Does that include free housing ?—Yes ; it is free housing *plus* Rs. 18.

M-1788. *Mr. Tait* : That more or less represents the standard of wages a cooly expects here ?—Yes.

M-1789. Am I not right in saying that the number of licenses for rickshaws is to be reduced until eventually they are eliminated altogether ?—The matter has been discussed but no definite decision was come to, as far as I am aware.

M-1790. *U Aye Maung* : When you said that if the coolie population of Rangoon were taken away, Rangoon would be down, were you referring to the industrial concerns or the middle class ?—Of course Rangoon will remain but not Rangoon as it is.

M-1791. But would it affect the middle class of Rangoon ?—Yes, middle class people depend on the coolies, unless you can replace the Indian labourers with Burmese labourers.

M-1792. Is there any prospect of that ?—I do not think there is any immediate prospect.

M-1793. Do you think the presence of the coolie population in Rangoon is dangerous to the middle class from the point of view of health ?—Yes.

M-1794. *The Chairman* : You think that the presence of this population does add to the risks in the matter of health ?—That is because they are not properly housed and looked after ; it is not their presence in itself.

M-1795. But the trade and prosperity of Rangoon are dependent upon their presence ?—Yes.

M-1796. *U Aye Maung* : Do you not think the housing problem will be reduced if unemployment in Rangoon is solved ?—There is a certain amount of unemployment among the labourers in Rangoon, but if you restrict the number of immigrant coolies to the number required, you will probably do away with that problem and to some extent the problem of housing as well.

M-1797. Do you agree with the statement of the Burma Railways that the immigrant coolies here send their savings to India and that has a serious effect upon the economic welfare of the Province ?—Even if that is so, there is such a thing as a balance of trade and Burma must get back that wealth in some other shape. It is an academic question.

M-1798. *U Hla Bu* : What is the total number of unskilled labourers you employ ?—About 5,000.

M-1799. What percentage of that number is Burmese ?—We have no unskilled Burmese labourers ; we have a fair proportion of skilled Burmese labour.

M-1800. I take it that the recruitment of your labour is done by the *maistry* at the request of inspectors and overseers ?—Yes.

M-1801. Not by the heads of departments ?—Appointments are made by heads of departments.

M-1802. But the *maistries* are asked to bring in the labourers ?—That is the usual practice.

M-1803. Are these recruiting officers, such as *maistries,* overseers and inspectors, Indians ?—Laterly there have been a few Burmans, and there are Indians and Anglo-Indians.

M-1804. I understand you to say that the Corporation has passed a resolution to the effect that 25 per cent. of the labour must be Burmese ?—No, but that any contractor who undertakes to employ not less than 25 per cent. of Burmese labour should be given preference, other things being equal.

M-1805. The object is to relieve the unemployment of Burmese labourers to a certain extent ?—It is to encourage Burmese labour to come forward.

M-1806. Are you aware that there are about 14,000 Burmese labourers out of employment in Rangoon ?—Yes, I was told so.

M-1807. Are you aware that crime in Rangoon is worse than in any other place ?—I have not studied the criminal statistics.

M-1808. If that is so, would you ascribe it to the unemployment of these Burmese labourers ?—Probably to a certain extent small thefts and robberies are due to that cause.

M-1809. *Sir Victor Sassoon* : Is crime in Burma less than it was 10 years ago ?—No, it is more.

M-1810. *U Hla Bu* : Do you not think it will be difficult in practice to give preference to Burmese labourers ?—Yes.

M-1811. Do you not think it would be better in calling for tenders to invite tenders at alternative rates for Burmese labour or any other labour ?—I suggested that to the committee that considered the matter, but it was not accepted.

M-1812. *Mr. Tyabji* : You have said that you are paying Rs. 18 to the conservancy labourers ?—It has just been raised to Rs. 20.

M-1813. Is it within your knowledge that those of your conservancy labourers who work at night also work in the day ?—Yes ; I am trying to stop that now.

M-1814. *Sir Victor Sassoon* : Have they licenses to pull rickshaws ?—Yes.

M-1815. And are you stopping those licenses ?—No, I am allowing the present men to carry on as before, but in future a man taking on this employment will be made to understand that he must not take on any work in the day outside.

M-1816. And I suppose he would lose his license as a rickshaw coolie ?—Yes.

M-1817. *Mr. Tyabji* : Does not that prove that the wage you are paying is not sufficient for them ?—I do not think it proves that, because there are others who are not engaged on outside work in addition ; it merely shows that the man wants to earn extra money.

M-1818. The Municipality has power to make rules with regard to the sanitation of mill and factory barracks, inspection, provision for storm water and so on ?—Yes.

M-1819. *Sir Alexander Murray* : Does it include order for white-washing periodically or anything of that description ?—Yes.

M-1820. *Mr. Tyabji* : Do you use your full powers with regard to industrial housing in Rangoon ; have you made the industrial housing as perfect as your by-laws enable you to ?—No. We have inspected these houses as much as could be done with the staff available. We issue notices and if the requirements are not carried out, we prosecute the landlords.

M-1821. Have you had any opposition from the industrialists with regard to this ?—Not that I am aware of.

M-1822. *The Chairman* : You told us of a large number of prosecutions for overcrowding. Have you ever noticed that the consequence of a prosecution is that the number of persons in a room is promptly reduced from, let us say, 40 to 10 ?—No, I do not think so.

M-1823. The fine is paid and things go on as they were ?—Yes.

M-1824. I was anxious to know whether these numerous fines had produced any effect ?—No.

M-1825. *Mr. Tyabji* : Are you quite sure objection has not been taken to your notices ?—I am not aware of any objections being taken ; the sanitary staff have taken whatever action they can to have the requirements of the sanitary rules carried out by the landlords and the millowners.

M-1826. Have you had many prosecutions with regard to the mill barracks ?—There have been prosecutions but I do not think there are very many.

M-1827. Do you not think that the ground underneath these coolie barracks which are raised from the ground should be drained so that during the rains the water may not stagnate there ?—Everybody will agree that that should be so if possible.

M-1828. Has that been enforced ?—No, I do not think so. In the case of tidal creeks I think it would be rather difficult to impose that sort of requirement, because at high tide the water will come below the floor of the building.

M-1829. But where that is not so have you taken any steps to get the land so drained that the water may not stagnate underneath ?—No, I do not think we have taken any action in regard to old buildings, but in new buildings we insist upon that requirement, that is to say, that the floor of the building should be properly drained and sloped.

M-1830. Will your building schemes be an economic proposition if you charge the labourers a rent of Re. 1-8-0 ?—Including the water supply, taxes, sinking fund, interest on capital at 6 per cent. and ground rent, the maintenance works out at about Rs. 3-4-0 per head per month. It is not an economic proposition.

M-1831 : *The Chairman* : Do you propose to charge a rent ?—No, but that is the cost of it. That was rather an expensive type of building we put up at Stockade Road ; they were brick buildings of three storeys.

M-1832. *Mr. Tyabji* : If houses for labourers are to be built, would it be better to have them very close to the central town or a little away from it, like Botatoung and Ahlone ?—I do not think they should be in the centre of the town ; they should be outside the town but there should be facilities for the people to get to their places of work.

M-1833. If you got away from the centre of the town would you be able to get permission from the Port Commissioners for sewage outfalls ?—It is under discussion now as to whether we can have any more sewage outfalls into the Rangoon river. The extension of the sewage system depends also upon the extension of our water supply system ; without water supply it will not be possible to extend the sewage system : the two are interdependent, and both are under discussion.

M-1834. I understand you are undertaking a very large scheme of water supply which will probably be laid down in two or three years time ?—Three or four years.

M-1835. I understand the objection to the sewage system is on account of the gases it raises in the river ?—That is the objection raised by the Port Commissioners.

M-1836. But are you not able to overcome that difficulty ?—Not yet ; I am suggesting to the Local Government that the Rangoon Sewerage Committee should be reconstituted.

M-1837. But have you no suggestions to make with regard to getting rid of these gases ; I understand that could be done ?—We have not discussed that yet.

M-1838. *Sir Victor Sassoon* : Have you considered a sewage farm ? —No ; we are now in negotiation with the Port Commissioners. A sewage farm will be very expensive.

M-1839. *Mr. Tyabji* : Do you think that for, say, the shipping labour housing at Dalla would be convenient ?—Yes, if you can get suitable sites at Dalla.

M-1840. You could there utilize the same system of water reservoirs as you are now proposing ?—That has been under consideration for a long time but no definite decision has been arrived at yet.

M-1841. It would be better to house labourers outside the town, because that would be better from the point of view of the health of the town and it would give the labourers more room for recreation ?—Yes, but it will be difficult to house the casual labour who are not in the employment of any definite company.

M-1842. *Col. Russell* : You have a separate Municipal Act for the City of Rangoon, have you not ?—(*Dr. Dalal*) Yes.

M-1843. Under that Act the Rangoon municipality has much wider powers than mofussil municipalities ?—Yes.

M-1844. In fact I think it would be fair to say that the Rangoon municipality is outside Government control altogether ?—I think so.

M-1845. Do you think that is a proper position for it to be in ?—Government has a controlling hand if the Corporation fails to carry out any of its powers under the Act ; the Government can step in at any moment they like.

M-1846. But there would be an objection on the part of a municipality to any interference except perhaps in what might be called an extreme emergency ?—I think Government is well protected under the Act ; they have got ample powers.

M-1847. You do not think it would be advisable for the public health authority to have the same control over the Rangoon Municipality as they have over mofussil municipalities ?—I do not think so, because Rangoon is a big city.

M-1848. Can you give any other reasons for your opinion ?—It is a big corporate body and when they can undertake such big works I do not think there is any necessity for any Government interference unless they fail in their duies. (*U Set*) The Rangoon Corporation's Health Officer is a qualified health officer ; he is a D.P.H., and has four assistant health officers with similar qualifications working under him.

M-1849. Other municipalities have health officers ?—But I do not think they have such a big and highly qualified staff.

M.-1850. So that the Municipal Corporation of Rangoon would have a decided objection to any change in this respect ?—I think so.

M-1851. You say in your statement that the death rate among the males is uniformly higher than among females. Do you think that is correct ?—(*Dr. Dalal*) Yes.

M-1852. Let me read to you some figures for Rangoon which no doubt you supplied to the Director of Public Health, and which appear in his annual report : Male Muhammadan death rate, 24 ; female 43 ; male Hindu death rate 28 ; female 54. Those are the figures for 1928. The figures for 1929 are : Male Muhammadan death rate 21, female 44.8 ; male Hindu death rate 25, female 58 ?—I have not made that statement from the Rangoon figures ; I must have taken that from some book on vital statistics.

M-1853. Do you accept the figures which I just now gave as regards Rangoon ?—Yes, I do.

M-1854. With reference to those figures would you still maintain that position as regards Rangoon ?—Not under those figures.

M-1855. You say in your report that a great majority of the population is composed of migratory labour population, which means that a great majority are young adult males. But you say in the same report that they consist of age groups which are less favourable to long life, whereas your figures of Hindu and Muhammadan death rates which are apparently taken for this migratory population are exactly the opposite of what you say ; they are very low. Would you explain what you meant ?—There is the question of poverty, unemployment, drink and unhealthy living, which makes the death rate higher than what it would otherwise be. Out of the total population, 13 per cent. are below five years and over 50 years.

M-1856. In that case if you had 87 per cent. of the population between the ages of 5 and 50 you must have a low death rate and you actually have the low death rates of 22 for Hindus and 25 for Muhammadans as against 42 for Burmese males. Would you care to amend

your views regarding the age and sex distribution ?—The report was written in 1926 in connection with the Rangoon Health Enquiry. I am now out of touch with it and I am not able to see wherefrom I took those figures. If I was given time I would refer to the books and explain the matter.

M-1857. You mean you would want to arrive at different conclusions ?—We took a particular subject and had to concentrate our attention on it and find out the relevant facts and figures.

M-1858. *Sir Alexander Murray* : Is it the case that no burial or cremation can take place in Rangoon without the knowledge of the Corporation ?—Yes.

M-1859. Therefore the death figures must be correct ?—Yes, they must be, but not so the figures of birth, because there are so many unregistered births.

M-1860. *Col. Russell* : Even allowing for poverty, ignorance, drink and so on, do you accept the death figures of 22 for Hindus and 25 for Muhammadans ?—Yes, I do.

M-1861. How do you say that infantile diarrhœa is the cause of thousands of deaths when you have had only 866 in 1928 and 915 in 1929 in Rangoon ?—I am not talking of Rangoon there, but I am referring to the seasonal prevalence of infantile diarrhœa all over the world. I am particularly referring to England in this place.

M-1862. Why then did you put this in a report dealing with Rangoon ?—To show that Rangoon is not the only place where people die of diarrhœa and that children and infants die of summer diarrhœa, which is common all over the world.

M-1863. I beg your pardon ; that is not the case. With regard to the density of population how have you arrived at your figure of 168,800 per square mile ?—By calculating the population as in the census of 1921 with the area in square miles of the various circles of the town. For instance, Turoktan has an area of 0.13 sq. mile and a population of 21,949. If 0.13 square mile has a population of so much, what is it per one square mile ?—By the simple rule of three we get the density.

M-1864. With regard to tuberculosis you say that the higher the density the greater the incidence of tuberculosis. Turoktan has the highest density and its death rate from tuberculosis is 4.87 whereas Theinbyu which has density of 26,000 and comes 11th on the list has a death rate of 3.6, next highest to Turoktan. Could you explain why this is so ?—It is a *cuchha* area ; it is not a sewered area. There is a large Burmese population also.

M-1865. Out of how many cases of small-pox did you find that 228 cases were imported ?—The total number of cases reported during that year was 1,956.

M-1866. Is that a very high proportion ?—I think so ; it is nearly 10 per cent. 10 per cent. of imported cases living together in crowded rooms undetected for days together is not a small factor.

M-1867. *The Chairman* : Have you no powers to inspect the coolies on arrival ?—Since 1928 all the immigrants arriving by sea are inspected and vaccinated if necessary. But a large number of people come into Rangoon by rail from the districts.

M-1868. *Mr. Cliff* : Has the number of imported cases been reduced since 1928 ?—We have had no epidemic of small-pox since 1928.

M-1869. *Col. Russell* : Is there no vaccination done in the districts as well as in Rangoon ?—Yes, there is, but most of these 228 imported cases were Indians.

M-1870. Is there no system of re-vaccination ?—Yes, we have introduced a system of re-vaccination recently. In 1928 an Act was passed under which every coolie entering the province has to be vaccinated. Besides that the Health Officer has the authority to re-vaccinate a child when it attains the age of 12.

M-1871. With regard to plague do you believe that the best method of prevention is to kill a proportion of the rat population ?—I believe so.

M-1872. Have you read Major Norman's report to the League of Nations Health Committee wherein he says that Rangoon requires a large number of rat-proof rice and paddy godowns in order to check the outbreak of plague ?—I have read that and I agree with Major Norman. I have myself stated that in one of my reports in 1924 to the Corporation and asked the Corporation to make by-laws insisting on rat-roof godowns.

M-1873. *Mr. Cliff* : Was your recommendation accepted and acted on by the Corporation ?—No, I think they have simply recorded it.

M-1874. *Col. Russell* : Has the Corporation done anything to carry out the scores of recommendations made in the 1926 report on the health of Rangoon ?—Since February 1930 the Corporation have separated the Health Department from the Conservancy Department and appointed a whole-time officer in charge of conservancy. That officer resigned after six months and a new officer has now been appointed and it is too early to say whether it has effected any improvement in the conservancy of the city.

M-1875. Is this officer under your direction ?—No. He is directly under the Commissioner.

M-1876. Do you depend for your 3,000 conservancy staff on Indian workers ?—Yes, we do.

M-1877. If immigration of Indian workers was restricted as has been suggested by some witnesses, would you be able to carry on without Indian sweepers ; would you be able to get indigenous sweepers ?—I doubt it very much.

M-1878. Would it not be possible to provide a large number of dustbins in the back spaces for the collection of rubbish instead of having the refuse scattered all over the ground as at present ?—That is one of our schemes. We can prosecute people for throwing rubbish in the back spaces, but we do not want to do it without providing dustbins to throw these rubbish in.

M-1879. Have you made any arrangements to prevent the back spaces from being flooded with sewage surplus ?—I made a report in 1924 making some suggestions to prevent this thing happening. It is an engineering question and that department will have to take it up.

M-1880. How long is the present state of affairs to be allowed to go on ?—Indefinitely ?—It depends on the Corporation. The matter has been before them for the last four or five years.

M-1881. With regard to prosecutions for overcrowding your fines come to Rs. 5 and odd per case at the rate of Rs. 17,000 for 3,000 prosecutions. Do you think that the punishment is adequate to the offence ?—The fines are levied by honorary magistrates. We can only ask for heavier fines.

M-1882. Suppose during the next rainy season you enforced your by-laws in a particular block and turned out the excess population from that block, what would happen ?—They would go to other blocks.

M-1883. But the other blocks are fully occupied already ?—They would become worse.

M-1884. If you did this, would not some action be taken ?—That is why we are increasing the number of prosecutions since 1925. We do not want to persecute the people unnecessarily. Even 3,000 prosecutions are not an easy matter.

M-1885. *Mr. Cliff* : Have you got power to expel a person forcibly out of one of these lodging houses ?—No, we cannot use physical force ; we can only prosecute.

M-1886. *Col. Russell* : Is it the case that certain house owners are able to bring pressure to bear on municipal councillors and prevent any progress being made in the matter of housing ?—I cannot give any opinion on that point.

M-1887. Have you got sufficient hospital accommodation in Rangoon ?—No, the hospital accommodation is inadequate. We have 515 beds in the Rangoon General Hospital and 100 beds in the Ramakrishna Mission Hospital. There are 280 beds in the Infectious Diseases Hospital and they are quite sufficient for infectious diseases. But with regard to civil hospitals on the basis of 3 beds per 1,000 of the population there should be 1,200 beds, whereas we have only about 600.

M-1888. Have you got a sufficient water supply for Rangoon ?—We have a supply of about 12 to 13 million gallons of water per day, but a large part of it is wasted. There is a department under the Chief Engineer which is trying to prevent waste.

M-1889. How far have they succeeded ?—(*Mr. Mann*) Due partly to the prevention of waste and partly to re-arrangement of the distribution the total amount of water we are supplying is less than what it was three years ago.

M-1890. Are you giving an adequate water supply to all parts in Rangoon ?—No, there are many areas in Rangoon which are not supplied with water at all.

M-1891. Would it be possible to extend the water supply to the Ahlone area which has been described as a suitable place for housing coolies ?—The supply is sufficient only for the area which is at present supplied with water. It is not possible to extend the area of supply without affecting the area already supplied with water.

M-1892. *Mr. Cliff* : What is the average length of service of your Corporation employees ?—(*U. Set*) It is rather difficult to say because some people are kept on temporary service and others on permanent service. Some may get themselves invalidated or may retire after 15 or 16 years' service and it is very difficult to give an average.

M-1893. When you were giving evidence before the Health Enquiry Committee, I see that on the conservancy and the veterinary staff you had 3,555 people. Can you tell me whether they are in permanent service ?—Yes.

M-1894. How long do they stay with you on the average ?—It is difficult to say.

M-1895. *The Chairman* : These are people who go home every 3 or 4 years ?—Yes ; they go on leave and come back again.

M-1896. *Mr. Cliff* : May I take it that a great bulk of your people stay 10 or 15 years ?—Yes.

M-1897. Do you think that the corporation employees who are paid Rs. 20 a month can house their wives and families in Rangoon under suitable conditions on that wage ?—Not under suitable conditions.

M-1898. Do you advise the Corporation generally on all matters affecting the Corporation ?—Yes, I make my own recommendations.

M-1899. Have you made any recommendation to the Corporation with regard to any housing schemes for the population of Rangoon ?—No.

M-1900. Is it your view that the Corporation of Rangoon has no responsibility for housing the population of Rangoon ?—I think it has responsibility only to a very limited extent. Its responsibility would have been greater if the population had been an indigenous population.

M-1901. What do you mean by saying "a limited extent"?—I have already explained that primarily the Local Government is responsible for housing and also other bodies like the Port Trust.

M-1902. I heard you speaking, first of all, about the responsibility of the employers and then I heard you suggesting that it was the duty of the Local Government and such bodies as the Port Trust. I was anxious to discover where the Corporation came in. If it is the view of the Corporation that employers should house their working population properly, what steps have the Corporation taken to enforce that ?—The Corporation does not take any action except that when the employers themselves build quarters for their coolie population the quarters are inspected from the point of view of health.

M-1903. What representations has the Corporation of Rangoon made to the Local Government with respect to housing in Rangoon ?—Not any since I came to the Corporation.

M-1904. What does the 'limited extent' really mean ? May I know whether the Corporation of Rangoon accepts any responsibility, be it limited if you will, in respect of housing accommodation ?—I do not think the Corporation as a body has so far accepted any liability.

M-1905. The Corporation as far as you know has not by any express declaration accepted any responsibility ?—No.

M-1906. Does that mean that the Corporation accept the housing conditions as they are at present in Rangoon and has taken no steps whatever to ameliorate them ?—So far the Corporation has done nothing in that direction. I do not want to commit the Corporation to any view that I may express, but I think the view of the Corporation would be that the question of improving the housing condition in Rangoon should be taken up by the Local Government and the Corporation would be prepared to contribute if necessary a certain sum towards the expenditure for carrying out any scheme that might be devised.

M-1907. Do I understand that you have not made any representation to that effect ?—That is so.

M-1908. Is there any other city of the size of Rangoon in the whole world that has not accepted responsibility for housing the working classes ?—That I do not know.

M-1909. We are informed that the Corporation provides accommodation for a proportion of its employees, but as these are not built on modern lines and have no accommodation for married men and families, the conditions are almost as bad as in the older type of lodging house. Do you agree with that ?—So far, yes. In the future building scheme to which I made a reference I propose to make provision for married quarters.

M-1910. *Mr. Ahmed* : In one of the papers submitted to us there is a reference made to the rickshaw puller. The statement says " The one prominent question that occurs to my mind is whether rickshaw pulling is dangerous to human life. Experience shows it is. The Rev. C. F. Andrews says that it has been reckoned that the strain on the heart is so great and the danger of chills and chest diseases owing to exposure is so common that the average life of a rickshaw puller is hardly more than five years in duration." May I know whether Dr. Dalal agrees with this view ?—(*Dr. Dalal*) ? I agree with that view, and I shall be the first person to support any measure to abolish this inhuman form of conveyance.

(The witnesses withdrew.)

Mr. E. J. L. ANDREW, Rangoon.

M-1911. *The Chairman* : You were for some time the Assistant Protector of Immigrants and Emigrants in Rangoon, were you not ?—Yes, for 11 years from 1919 until 1929.

M-1912. I observe that the duties of the Protector of Immigrants and Emigrants are defined in the Government Resolution of the 5th April 1918, and they appear to have a very limited scope. They refer only to the conditions of deck passengers in their transit from India and back to India and have nothing to do with the condition of Indians once they have landed in Burma ?—That is so.

M-1913. During those 11 years was your whole time occupied in attending to the needs of the passengers in transit ?—Having been in Rangoon for about 18 years previously and knowing the conditions under which Indians were living I actually did more than what I was required

under that notification ; that is, I used to go about visiting these people in their homes and seeing in what way I could be of any assistance to them. Of course it must be remembered that in 1919 (that is just after the war) the shipping trade was in a disorganized condition, and it was extremely difficult for people to obtain passages because a large number of the steamers of the British India Steam Navigation, Co., who were practically the only passenger carriers, were held up by the Government. What I really did was to divide the men into batches so that there would be as little inconvenience to the people as possible in getting passages back to India.

M-1914. Although your official duties and responsibilities were really confined to the transit of Indian labour you were attempting to understand and ameliorate the conditions of the workers after they had reached Burma ?—Yes.

M-1915. Would you agree that the total immigration of Indian labour comes to about 320,000 or 350,000 a year ?—That is the total number, but I may explain that that figure is fallacious because it includes a very large number of people who are non-labourers who travel in deck.

M-1916. I only want what in your opinion, in a round figure, represents the total immigrant Indian labour ?—200,000 ; that is practically the actual Indian labour force employed in Burma.

M-1917. Do you mean to say that 150,000 of the passengers are other than labourers ?—Yes.

M-1918. Out of that 200,000 how many, in your opinion, are recruited by *mistris* or their agents on the other side ?—About 30,000.

M-1919. That is a higher figure than has been given by other witnesses.—It is almost impossible to say whether 25,000 or 30,000 is correct, but in my estimation I think it is nearer 30,000 than 25,000.

M-1920. *Sir Alexander Murray* : Are not the deck passengers usually labourers or their wives or children ?—Not necessarily because in my experience—(and I think it is generally admitted) a very considerable proportion of the deck arrivals consists of people who are not truly speaking labourers ; that is, you have a large number of people who are money-lenders, traders, and clerks and others employed in Burma returning from leave and also new-comers.

M-1921. *The Chairman* : You put the extent of recruitment by *mistris* and their agents in India as high as 30,000. Still taking your own figures that would be about 1/6 or 1/7 of the total, the remainder coming voluntarily to Burma and being recruited after their arrival here ? —Yes.

M-1922. With regard to your suggestion that this migration should be put under control on a system somewhat similar to that which applies to emigration from Southern India to Malaya and Ceylon, do you wish to apply that control to the whole body including those who now come voluntarily or only to those who are recruited on the other side by *mistris* ?—It should apply to the whole body.

M-1923. No doubt you are aware that both in the Federated Malaya States and in Ceylon the labour is required in the main for one purpose, the purpose of the plantations, and the employers therefore are accus-

tomed to act together and with more or less common interest. But you propose to apply that system to the case of Burma where they are scattered amongst a great number of employers, large and small, in a large variety of industries. Do you think the case is comparable ?—No. My view is this : of the total number coming into Burma, Burma can do without a large part of it. If you introduce some restriction you would get labour coming into Burma to meet only the actual requirements.

M-1924. Suppose the present number of immigrants is 300,000 and you wish to cut it down to 250,000, who would, in your opinion, decide the numbers that were to be allowed ; would it be Government or the employers ?—I think the central agency would be the Government. The employers would let the Government know from time to time what their actual requirements are so that the Government would be able to fix the number. The number need not be stationary year after year but may vary according to the requirements.

M-1925. As 6/7ths. of these travellers are not assisted passengers but come at their own expense, you would then have to put a prohibition that nobody could come to Burma without a license ?—If Burma is separated from India, as seems to be quite probable in the near future, I do not see why Burma should not do anything that she wishes to do.

M-1926. As long as Burma is part of India, would you contemplate the prohibition of the movement of labourers from India to Burma ?—Yes ; though I see the difficulties, these should not however be insuperable.

M-1927. *Sir Victor Sassoon* : Is it your suggestion that immigration into Burma should be on the lines of what is done in the United States, where they restrict the immigrants to a certain quota ?—The position is that a considerable section of Burmese public opinion has been pressing for some time past for the prohibition, and I take it total prohibition, of Indians. I recognize that without Indian labour Burma cannot get on. She must have the number that is absolutely necessary to man her industries, both agricultural and otherwise. So that, my solution is certainly less drastic than what Burman public opinion advocates.

M-1928. *The Chairman* : In the paper you have sent to us you refer to a book which you are about to publish. In that book, when it comes, shall we find that you develop this suggestion on the practical side ? I presume that you have looked at it all round and the difficulties ?—I have.

M-1929. You state that the Indian comes for a period somewhere between two to three years ; he goes back to his country, and he may or may not come back. Also many of them move about in Burma following one industry for part of the year and another occupation for the other part of the year. Under those conditions and with your knowledge of India, would you yourself think it was desirable that they should bring their wives and children with them ?—Most decidedly yes.

M-1930. And take them back again at the end of 3 years, or become permanent settlers here ?—Whether they become permanent settlers or not is a matter of their own option. But we know that as a result of the Indians being encouraged to bring their women folk the sex ratio in Malaya has improved wonderfully.

M-1931. But you are aware that there is work for the women on the plantations, and that does not appear, at first sight, possible for the women if they came over to Burma ?—There need not necessarily be work for them. They would help towards the creation of better home life. It would mean that you get a better class of citizen.

M-1932. Whether they are going to work up at Namtu on the mines, or at Yenangyaung on the oilfields, or in rice mills, or here in Rangoon, still you would advocate encouragement being given to bring their wives and children with them ?—Yes.

M-1933. Regarding the deductions that are made by the *maistries* from the net wages supposed to be paid to the coolies, what is your suggested remedy for that practice ?—The first is direct recruitment ; secondly, direct payment of wages by the employer. By direct recruitment I mean recruitment other than through the agency of *maistries.*

M-1934. Recruitment at the door of the works by the actual employers ?—Not necessarily. If my suggestion was adopted and you had restrictions, it would mean that every labourer brought into Burma would come in free of debt ; he would not be under the control of the *maistry.* He should be recruited otherwise than through the agency of the contractors or of *maistries.*

M-1935. As regards recruitment in Burma, by the *maistries,* do you suggest that the *maistry* is altogether a useless person who can be dispensed with ?—Nothing would please me more than to see that these contractors are removed.

M-1936. Suppose the *maistry* is in the position of a gang leader or overseer ?—As long as he has anything to do with getting the men for employment, these evils will continue.

M-1937. Therefore, you would have the recruitment done by the real employer, the *maistry* being only engaged at a fixed payment as an overseer and the payment of wages direct to the men themselves ?—Yes.

M-1938. Does your suggestion take into account the way in which people from one village hang together, that the *maistry* is very often known to them through their lives, coming from the same village and, as we have been told in some places, they would not work under any *maistry* other than the one they know ?—That has not been the experience of the Burmah Oil Company in Syriam and Yenangyaung. They recruit direct and pay direct.

M-1939. In Yenangyaung they have to pass through the Labour Bureau on engagement and also on dismissal. But that is not to say that what appears to be the Indian custom of men working under and with *maistries* or gang leaders that they know is entirely abolished in favour of the individual system ?—I do not believe there would be any difficulty.

M-1940. Have you any suggestion to make to the Commission with a view to lessening the perpetual indebtedness, other than the points you have made including the direct payment of wages ?—If encouragement was given to them to bring their families across, I believe there would be a fall in the percentage of drunkenness, which would naturally lessen the amount of indebtedness.

M-1941. Do you think that the Indian practice of attaching a man's wages for debts is a factor that increases the readiness of the money-lender to lend and therefore the temptation of the worker to borrow ?—I have not considered that point.

M-1942. *Sir Victor Sassoon* : Would you consider that the figure of 30,000 of assisted direct recruited labour is an increasing one or diminishing one ?—It is fairly constant.

M-1943. As I understand it, you want in future labour to be so controlled that all labour coming here shall be medically examined at the port from which it leaves India ?—If the Indian Government makes that rule, you will have to observe it.

M-1944. From the point of view of Burma, would you not prefer to have healthy men coming into the country ?—Obviously.

M-1945. So, you would like to have a medical examination before they left India ?—Yes.

M-1946. Would you prefer them not to be allowed in this country unless they had already some occupation guaranteed to them ?—It would amount to that.

M-1947. Would you prevent people with independent means coming here on their own ?—No.

M-1948. You are merely talking of the cooly labour ?—Yes.

M-1949. Government would have to ask the various concerns how many men they wanted before they settled on the figure and under each class ?—Yes.

M-1950. That is for average permanent labour. How would you deal with a rice mill that would want labour only for part of the year ?—Government can find out almost accurately the actual amount of permanent labour required, and also the amount of casual labour needed by the rice mills.

M-1951. Would you allow the rice mill to indent for workmen to be used only during the season, or would you insist on employment being offered for the whole year ?—You cannot insist on that when the rice mills are closed for six months in the year.

M-1952. You would allow the firm to indent from the Government for labour for the season only ?—Yes.

M-1953. How would you employ that labour during the off season ?—The people who cannot get any work would be repatriated.

M-1954. Would that be paid for by the employer ?—If you had an Immigration Fund, that fund would have to pay for it.

M-1955. The employer would have to pay for his journeys both ways as also his wage ?—Yes, as he would contribute to the fund.

M-1956. It would cost the employer more than under the present system ?—If you measure it in terms of greater efficiency and better work, I think it is more or less balanced.

M-1957. Would you insist on the employer paying for the passage of the wives and families of the men who came over here ?—Only if they were coming here for permanent employment.

M-1958. If the employer proposed to employ that labour for three or four months, would you insist on the wives and children of the labourers coming with their husbands during those 3 or 4 months ?—I do not insist upon it. I suggest that it would be highly desirable to encourage it.

M-1959. Who would pay for their passage ?—If they are to be employed in rice mills (a certain number of women would be required for work there) the employers should pay for their passages.

M-1960. What is the percentage of women employed in rice mills ?—It is small.

M-1961. What about the passages of the other wives and children ?—I have not considered the scheme in detail.

M-1962. Let us assume that the employer is in Rangoon. Is it not a fact that there is a great shortage of housing here ?—It is a fact.

M-1963. Would not that shortage be aggravated if you advocated that the wives and children of the labourers, even though they may have no employment, should come with their husbands ?—It is obviously the duty of the employer to provide housing accommodation for the labour he employs.

M-1964. And their wives and children ?—I do not see why he should not.

M-1965. Has the question of cost ever occurred to you ?—It has occurred to me. You have to face a practical question, and though you may desire to encourage the immigration of the women, the number that will take advantage of the encouragement would not be so great as to be a burden on the employer.

M-1966. You think it would not be expensive for the employer to buy land and build houses not only for all the labour that he employs, casual or otherwise, but also for their wives and families ?—I do not think that the wives of all the labourers would come, although under encouragement their number will be greater than at present. It would be a considerable number of years before the number becomes alarming.

M-1967 Supposing a labourer had two wives and several children, would you like him to have the right of insisting on their passages being paid for ?—I do not think he is entitled to more than one wife.

M-1968. Have you ever thought of any possible method of decasualising at any rate part of the labour in Rangoon, so that there might be a smaller number of people working for more days in the month than at the present time ?—I have not thought about it.

M-1969. You suggest direct employment by employers without the assistance of *maistries* : is that just a recommendation to the employers, or do you suggest that there should be legislation preventing employers from using the *maistries* in that capacity ?—If legislation is possible, I should advocate it, but I have not considered what form it should take.

M-1970. *Mr. Ahmed* : Is the contract system of labour still in existence ?—Yes.

M-1971. These *maistries* go to India, misrepresent the facts, and bring the workers who are heavily indebted to them : is that so ?—Yes.

M-1972. On account of the debts, these people cannot get out of the clutches of the *maistries*, and the *maistry* gets a certain percentage as his commission or profit : is that so ?—In addition to his commission, he takes a large slice of the wages.

M-1973. If these people do not like to work under the agreement, they cannot go outside until they have served their period of engagement. Is it not a fact that they put their thumb impressions on the agreements, and they cannot get out of them because the magistrate prosecutes them for breach of contract ?—The magistrate does not prosecute ; it is the *maistry* who becomes the prosecutor.

M-1974. *The Chairman* : Do you know that the Breach of Contract Act was repealed three years ago ?—Yes.

M-1975. *Mr. Cliff* : In cases where the *maistries* give advances in India and charge interest, do they recover them in the courts in Rangoon. to your knowledge, or do they not ?—The coolies tell me that they recover it by civil process, because the agreements are also acknowledgments of debt.

M-1976. *Mr. Ahmed* : After the advances are made, these people cannot go to any other place to work and get out of the clutches of the *maistries ;* is that so ?—They are afraid to go ; they are afraid of the *maistries.*

M-1977. These *maistries* huddle them together in a mess where they can hardly breathe, and live in a hopeless condition like beasts · and the employers in Rangoon too get a number of men to huddle together in a room where they can scarcely sleep : is that true ?—One has only to see the housing conditions to know the facts. The *maistries* do overcrowd their coolies. If you are the renter of the building, the house owner does not care whether you put in one person or 100 persons.

M-1978. *Mr. Cliff* : Would you make it clear whether there are men who are styled *maistries,* but who have nothing to do with employment, but are purely lodging house keepers ?—There are two classes of *maistries* ; the lodging house keepers, and the men who are supervisors, who rent the building and house their coolies.

M-1979. Could you say whether there are a large number of these persons, and what class of labour it is that these *maistries* operate amongst ?—All the lodging house keepers are not connected with labour as supervisors. The labour that finds accommodation there from time to time is labour which finds work in all spheres ; so far as the Telugus are concerned, it is primarily dock, casual and shipping labour.

M-1980. Do they cover a large proportion of the labour ?—I should say about 35 to 40 per cent. of the labour employed in Rangoon is covered by these two classes of *maistries* together.

M-1981. *Sir Victor Sassoon* : What percentage is under the supervising *maistries* who are also lodging house keepers ?—I cannot say definitely, but I should say a fairly high proportion. In the case of Oriyas the hotel keepers are practically all solely lodging house keepers.

M-1982. Does such a *maistry* insist on his own men living in that house ?—No. He engages it ostensibly for the labour which he is responsible for. He places that labour in the house which he rents, but it is within my knowledge that there have been other men living there.

M-1983. *Mr. Ahmed* : By ' slice of wages ' do you mean that " if there is a rate of one rupee for carrying 100 baskets of paddy, the head *maistry* deducts 6 per cent. in the busy season and about 12 per cent. in the slack season of the amount payable to the paddy coolies, and passes on the balance to the sub-*maistry* who, in turn, makes a similar deduction, charges one rupee for clerical work and takes the share of two persons by adding them to the actual number of workers in an arbitrary manner ".

The Chairman : I observe you are not quoting from Mr. Andrew's own memorandum ; you are quoting from a witness who is not before us.

Mr. Ahmed : I am asking the witness if it is correct.—I am not prepared to answer that question.

M-1984. What is the slice of wages you mean ?—From the calculation I have made I find that only 40 per cent. of the wages paid by the employer reach the pockets of the coolies.

M-1985. *The Chairman* : I suppose part of it goes to the *maistry* and sub-*maistry* for supervision ?—No ; if Rs. 10,000 was the actual sum that was to go to the labourers, I say that only 40 per cent. of that sum actually reaches the coolies.

M-1986. *Mr. Ahmed* : Suppose I say it is absolutely repugnant to British ideals and the ideals of those who by association have accepted British notions of integrity, that coolie *maistries* should as parasitic financiers live luxuriously by creating a system under which the coolie's body is held as security for an initial loan enabling him to enter the country, would that be right ?—I am not concerned with opinions expressed by anyone else ; I am only responsible for my own opinions.

M-1987. *Mr. Cliff* : When you say that unskilled contract labour is employed at rice mills and in other commercial organizations which obtain their labour by recruitment through the agency of *maistries*, and that the condition of this class is infinitely inferior to that of the classes referred to above, what do you mean by " other commercial organisations " ?—Dock and shipping labour, for instance.

M-1988. Is it your contention that a considerable proportion of dock, shipping and rice mill labour is recruited in India ?—No ; what I contend is that whether they are recruited in India or Rangoon their disability is the same, that they start off with that disability and continue under that disability for the rest of their lives.

M-1989. Would you admit that there is a difference between labour recruited in India owing a considerable amount of money which has been advanced in order to recruit them, and labour recruited here in Burma without any system of advances ?—It is within my knowledge that labour recruited in Rangoon is also given advances. The advances in India may be anything from Rs. 10 to as much as Rs. 300 and Rs. 400.

M-1990. Is the great mass of labour in Burma really recruited by *maistries* ?—I said about 30,000 ; that is my estimate.

M-1991. Have you any suggestion which you have considered which you can put before us with regard to the actual engagement of labour here in Burma ?—I have not really troubled to work out the details.

M-1992. *The Chairman* : You have never thought of putting your proposals into a statute and saying, for instance, that no *maistry* shall engage any other man, and he shall be sent to prison if he does ?—I hardly considered it was within my province as a private individual to do so. I am not a lawyer.

M-1993. *Mr. Cliff* : Have you any suggestion to put before us which you think would be an improvement on the present system ?—Direct employment by the employer.

M-1994. That would mean that an official or clerk of the employer would be substituted for the *maistry* ?—I do not think employers would find any difficulty in getting the labour they require directly ; I do not think it is essential that they should have a *maistry*, but it suits the employer to have a *maistry*.

M-1995. Is the state of affairs described in paragraph 100 (*a*) of your memorandum obtaining during the current year ?—Yes.

M-1996. How could you satisfy any body of men as to the truth of that statement ?—If I had a chance of questioning a body of labourers without any influence on the part of the employers I think I would get them to admit the truth. I am not referring to the European employer ; I am referring to the contractors. The moment the contractor and the *maistries* know that their labour is going to be questioned, the men are frightened into denying everything.

M-1997. I suppose there is nothing in writing which can be adduced as evidence ?—There is unfortunately no documentary evidence.

M-1998. You are saying to the Commission that if you could get a number of baggage coolies away from their employment they would be prepared to state that this is true so far as they are concerned ?—If it were possible to get these men without the knowledge of the contractor and the *maistries*, I think you would get the truth out of them.

M-1999. This Rs. 9 a month which you say these men are forced by the contractor to pay is outside any question of debt or interest ?—Yes. To the outsider who does not know the ins and outs of this, I agree it may appear inconceivable ; it is only one who has had an intimate knowledge of the actual facts month after month and year after year that knows this is true.

M-2000. *Sir Victor Sassoon* : You appreciate that out of these Rs. 5 which you say are left to the coolie, he would have to pay the interest and repay the capital of the amounts he has borrowed ?—The baggage coolies have not borrowed any money.

M-2001. *Mr. Cliff* : Do they reside in Rangoon ?—Yes. These coolies demand and extort payment for the carriage of the luggage of all passengers arriving at Rangoon, of whatever class the passengers may be, though the steamship companies distinctly say that the coolies are paid by the company and their service is free, and have put up notices to that effect on the ship.

M-2002. *Sir Alexander Murray* : You say in effect that every baggage coolie pays Rs. 15 to somebody for the privilege of being a baggage coolie ?—He pays first of all Rs. 41 to get the job and then he is made to pay Rs. 15 a month to remain a baggage coolie.

M-2003. Then you say that in the case of temporary gangs employed for casual work the contractor appropriates the whole of the wages, so that the coolie relies on what he can get as tips ?—Coolies have admitted to me that what they receive from passengers amounts to about Rs. 60 on the average per month.

M-2004. You suggest that coolies coming from India ought to be registered ; they come from Calcutta, Madras, the Coromandel Coast, China, and 10,000 come from the Straits ?—Yes ; labour does not come from the Straits.

M-2005. Then what are these 10,000 that come into Rangoon every year ?—They are Chinese traders and others.

M-2005-A. Coolies also come from the Arrakan Coast and Tavoy ; do you suggest that all these workers must be registered ?—No ; the Arrakan Coast and Tavoy are in Burma.

M-2006. So that they can come in without any registration ?—Yes.

M-2007. If a rice mill owner wants 100 coolies in the busy season, he has to go to somebody and say : In the month of February I want 100 coolies from Calcutta, Madras or the Coromandel Coast. Who will send them to the mill owner ?—I am suggesting what is actually done in the Federated Malaya States.

M-2008. *Maistries* and *kanganies* are sent from the Federated Malaya States. You are opposed to the use of *maistries* ; would it be all right to send a *kangany* ?—If you adopt the same safeguards as there are in the Federated Malaya States, then the baneful influence of the *maistry* would disappear.

M-2009. You say that only 60 per cent. of the Indian labour that comes from Calcutta, Madras and the Coromandel Coast stays in the vicinity of Rangoon, the rest going up-country ?—Yes.

M-2010. Then have the employers at Namtu and the oilfields got to recruit also ?—No ; the B. O. C. get their labour on their doorstep and it is the same in the case of Namtu ; the labour goes there voluntarily.

M-2011. So that you would let them go to Namtu and the oilfields, but you would not let them come to the rice mills of Rangoon ?—At Namtu and the oilfields of Yenangyaung they are free ; they are not under the same disabilities. I do not mind where they go, provided you remove the *maistry*, who is the cause of all the trouble.

M-2012. *Mr. Tait* : In your memorandum you say that 30,000 labourers are recruited in India, while Mr. Bennison says that 14,000 are employed at the rice mills, 6,000 by the Port Trust and 6,000 on shipping, which accounts for 26,000 ; is that more or less the allocation of the labourers ?—My figures are slightly different ; they total rather less than 30,000 ; I put down 30,000 as a round figure. I think there would be 16,000 employed at the rice mills.

M-2013. So that 100 per cent. of the rice mill labour, on your own statement, is recruited in India ?—No, I said recruited by *maistries*.

M-2014. You said 30,000 were recruited in India ?—I said they were recruited labour.

M-2015. *The Chairman* : 30,000 was the figure given in answer to me.—Since I made that statement, I stick to it.

M-2016. *Mr. Tait* : Of that 30,000 recruited in India do you agree that 14,000 or 16,000 are employed in the rice mills ?—Rice mill labour consists of permanent and casual.

M-2017. The permanent labour are Chittagonians ; I am asking about the casual labour ?—There is a certain amount of Tamil and Telugu labour employed throughout the year in the rice mills.

M-2018. Later in your written statement you say that in rice mills a more or less small permanent labour force recruited through the agency of *maistries* is employed all the year round ; that in the busy season, November—May, a considerably larger body of men and women are recruited locally. These statements do not seem to tally ?—Rice mill labour is practically to a man recruited through the agency of *maistries* ; part is recruited as a permanent labour force and the balance is casual labour ; but both sections are recruited by the *maistries*.

M-2019. *Sir Alexander Murray* : In India or in Burma ?—Casual labour, that is temporary labour, is recruited primarily locally.

M-2020. *Mr. Tait* : You say that the unemployment is 5 per cent. Do you adhere to that ?—I said roughly about that.

M-2021. Why do you say in your memorandum that the extreme indifference and callousness of most managers of mills in the matter of proper housing and general well-being of their workers in time communicates itself to the medical officers ?—Medical officers have told me that they receive very little encouragement from the managers. In one of the mills the manager had not visited the lines once though he had been there for three years.

M-2022. Have you got that first hand ?—Yes, it is a statement made to me and to the National Council of Women.

M-2023. *Sir Alexander Murray* : You speak of only one manager but your statement refers to *most* managers of mills. Are you justified in generalizing like that ?—Except in the case of the Burmah Oil Company you will find that the housing conditions are deplorably bad in the case of the rice mills and other factories. It would not be the case if the managers were interested in labour and tried to keep the lines clean.

(The witness withdrew.)

Mrs. G. MARTIN JONES, Mrs. FRASER, representatives of the National Council of Women, Burma.

M-2024. *Mrs. Luce* : Why is the death rate among the Indian Muhammadan women so high ?—(*Mrs. Jones*) : We are trying to investigate whether it is due to the kind of work that the women are employed in or to the kind of life they live at home and so on.

M-2025. Is it because these Indian women have no faith in western medicine that they do not avail themselves of the medical facilities afforded to them ?—(*Mrs. Fraser*) : It is more ignorance than anything else. When some educational work is done among them they are not so backward in accepting western medicine.

M-2026. But are there adequate medical facilities in the mills and factories ?—No, there is very little.

M-2027. *Mr. Clow* : Is their reluctance possibly due to an objection to go to male doctors ?—That is a great objection. But they object even when midwives are provided.

M-2028. *Mrs. Luce* : Is it true that these women do not get adequate medical attention in the dispensaries ?—(*Mrs. Jones*) : I have no personal experience of this, but I have heard one or two complaints.—(*Mrs. Fraser*) : I have been to one or two clincs and it seems to me that the women get reasonable treatment.

M-2029. Are advances made to the workers by the employers before their wages are due ?—I think advances are made, but no interest is charged.

M-2030. Is there any system of leave rules, sick and maternity benefit and so on for the women workers ?—(*Mrs. Jones*) : No. We heard that in one of the mills the women work right up to the day of confinement and go back to work two days after.

M-2031. What sort of welfare work is done by the Telephone Company for the telephone girls ?—They have a room in which they can rest. In the case of illness the welfare officer goes to where the girl lives and finds out whether she has proper medical attention or not.

M-2032. Do the children of the labouring classes make use of the Corporation playgrounds ?—Yes, they do.

M-2033. With regard to infectious diseases, how could there be any hiding of infectious cases if the doctor did his duty ?—(*Mrs. Fraser*) : I do not think the doctor will be allowed to go into the inner room which is shut off with matting. That would be the excuse. If we had a lady doctor it would help greatly. We must have lady doctors not merely for the sake of the women workers but also for the sake of the wives of male workers.

M-2034. Would it not be hard to ask small mills engaging 20 or 30 women to have a lady doctor ?—Perhaps it would be hard on the mills to ask them to do that. It would be better if the Corporation could send its health visitors to go round and see these women.

M-2035. Is there any welfare work done at any of these Mills ?—No.

M-2036. *Col. Russell* : Would it not be a great advantage if the Rangoon Corporation appointed a Lady Doctor to supervise the work of the health visitors appointed under the Corporation Welfare Scheme ?—Yes, it would be of advantage.

M-2037. With regard to maternity benefits would it not be difficult to work any maternity scheme because most of these women are only temporarily employed ?—(*Mrs. Jones*) : It is a great difficulty and we have not been able to solve it. The only thing we can do is to see that these women do not work for some time before and after confinement. It can be done in the case of casual labour also. We have also got reports on welfare schemes from Mills at Sholapur and Nagpur and the Committee are now studying them.

M-2038. If maternity benefits were made compulsory on the employers would they not get rid of the women workers ?—There would still be the wives of men workers.

M-2039. Would the employer be liable to pay maternity benefits to women who are not employed by him ?—The Corporation should undertake welfare schemes.

M-2040. The Corporation could only look after their health and so on during confinement ; they would not pay any allowance for last wages which is implied in any maternity scheme undertaken by employers ?—We have not considered that question thoroughly.

M-2041. Have you considered the possibility of the women being discharged if maternity benefits were made compulsory, especially as the women are employed temporarily ?

The Chairman : Would not that be met by a provision similar to that in the Bombay Act that maternity benefit would be a legal liability on the employer only if the woman had worked for about nine months or so ?—I think that is a reasonable provision.

M-2042. *Col. Russell* : With regard to your recommendation to have a tuberculosis sanatorium would it not be the practicable thing to do to have one small sanatorium of 200 beds and a number of clinics for the treatment of early cases ?—I think it might be a satisfactory way to do it.

M-2043. You suggest that all houses should have back staircases. Is that to prevent filth and rubbish being thrown out through windows from top floors ?—(*Mrs. Fraser*) : Yes. There is no other way to dispose of them, and no respectable householder would bring the rubbish through his front rooms. Because there is no back staircase he has to throw it out of the back window. The National Council of Women made a report, I think in 1925, in which three alternative schemes were suggested. One was that there should be a chute from each floor, another was that the back drainage space should be eliminated and made into a sort of channel where everything could be swept down with water, and the third was that there should be a back staircase.

M-2044. Do you not think that it would be an advantage if dust bins were provided in the back drainage space ?—I think they would be full in a short time.

M-2045. It is a matter of the number of dust bins you have ?—I do not see how that would prevent the present practice of throwing rubbish out of the windows. I think there should be a back staircase.

M-2046. *Sir Alexander Murray* : During your visits to some of the houses did you find any room or houses empty waiting for people to occupy them ?—(*Mrs. Jones*) : It was only in the 39th street that we found several rooms empty because all the people had gone back to India.

M-2047. Ordinarily speaking there is no vacant accommodation anywhere ?—No.

M-2048. When people talk about the labour being migratory I gather that individuals are migratory, but the labour as a whole is greater than the accommodation that is available for it ?—Always.

M-2049. We found in the 36th street that for a small room Rs. 36 a month was being paid as rent. If one can expect such a high rent how is it that people do not build more workmen's houses ?—(*Mrs. Fraser*) : Because they do not see the necessity for it.

M-2050. *U Aye Maung* : Is it not a fact that Indian coolies like to stay only in certain streets which are near to the works where they are employed and that though there is vacant accommodation in other streets they would not go there ?—I think the coolies do tend to congregate in certain streets, but I do not think that there are so many houses to let that coolies might occupy. I should think not only is it the street that they would not occupy but probably the housing would not be suitable or the landlord would not let to *maistries.*

M-2051. *Sir Alexander Murray* : With regard to your suggestion for putting up a rest house, may I know how you could keep it clear when there is so much scarcity of accommodation ? Within a week or two of the building of the rest house it will be filled up and there will be no room for others to come in ?—(*Mrs. Jones*) : The rest house we suggest was the recommendation of the Social Service League. The rest house should be primarily for the labour that was going up-country : it is meant for those who stay in Rangoon for a short time and not meant for permanent labourers. There will be a restriction in the number of days that each labourer can stay.

M-2052. *Mr. Tyabji* : Has it been brought to your notice that in a large number of rice mills where they parboil rice, women are employed on the work of taking out paddy in a heated condition ?—No.

M-2053. *Mr. Ahmed* : Have you any Burmese and Indian women as members of your Council ?—Yes, we have.

M-2054. What will be their number ?—I cannot tell you that off-hand, but I should think that 15 per cent. would be Burmese and 25 per cent. would be Indians ; the rest would be Anglo-Indians and Europeans.

M-2055. Do employers give educational facilities for the children of their employees ?—Some employers have provided schools.

M-2056. Are there a number of Indian and Burmese girls who attend these schools ?—(*Mrs. Fraser*) : All those who attend are Burmese and Indian children.

M-2057. At what age do they go to the school and at what age do they go to work ?—They are not trained for work. They are just the children of the employees.

M-2058. Is there any restriction for their going to work ?—No.

M-2059. Do any of the factories here provide creches ?—No.

M-2060. What is the reason for the high infantile mortality in Burma ?—Bad feeding, bad housing and ignorance.

M-2061. *The Chairman* : With regard to the enforcement of the bye laws in these lodging houses with respect to the number of persons allowed, we are informed that the bye laws are not usually observed, that in many cases you may find 40 persons in a room which is licensed to hold 10 and that although there are a large number of prosecutions the overcrowding goes on just the same after the prosecution as before. Does that correspond with your experience ?—Yes, there is always overcrowding.

M-2062. Do you think that under the present circumstances it is possible strictly to enforce the bye laws ?—It is not possible. There is no alternative place where they can go to.

M-2063. When you have advocated strict enforcement of the bye laws you preceded that by additional provision made for the workmen ?—Yes.

M-2064. There is a jail in Rangoon, is there not, in close proximity to the crowded area ?—Yes.

M-2065. Have you ever been inside ?—Yes.

M-2066. Could you give me an idea as to the area covered by that jail, its grounds and its garden ?—I am sorry I cannot tell you how big that is.

M-2067. I understand that the accommodation to prisoners is between 1,400 and 1,500 ; and usually jail prisoners have much better accommodation as also much better food than the average population here in India as in other countries. Do you think that if that jail was removed 10 miles away from Rangoon that would be a site which could be suitably used for increasing the housing accommodation of the labour population ?—(*Mrs. Jones*) : The difficulty would be in getting the labour from there to the place where they work. I think that if a special train were to be run or if there was to be a bus service that difficulty could be got over.

M-2068. My impression was that it was not 400 yds. away from the place where they are sleeping out in the streets ?—(*Mrs. Fraser*) : It is more than that because it is outside what we call the city area.

M-2069. But it is not outside the municipal area ?—No. It is a fine site of course. (*Mrs. Jones*) : It is not far from the railway line.

M-2070. *Mr. Cliff* : What distance is it really from 24th, 26th and 36th streets ?—It is not far from 24th street.

M-2071. *The Chairman* : Am I correct that it is not more than 400 yds. from one of the places where labour at present resides in congested streets ?—Yes.

M-2072. Suppose we devote that area to housing do you think there is any difficulty in inducing some of these people to live there ?—(*Mrs. Fraser*) : I do not think so, but I think it would bring down the locality if you had cooly barracks there.

M-2073. You think that the labourers are worse than lepers ?—No.

(The witnesses withdrew.)

BURMA.

Tenth Meeting.

RANGOON.

Wednesday, 5th November 1930.

(MORNING.)

(At the Sule Pagoda Wharf.)

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

SIR ALEXANDER MURRAY, KT., C.B.E.	Mr. JOHN CLIFF.
Mr. A. G. CLOW, C.I.E., I.C.S.	
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.	Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. S. A. S. TYABJI.
U AYE MAUNG. } *Assistant Commissioners.*

Mr. S. LALL, I.C.S.
A. DIBDIN. } *Joint Secretaries.*

Statement by G. GURU VALU, a wharf coolie.

M-2074. I belong to Penti Sahib's gang. I come from Ganjam district; I have been here for three years ; I have been to my country once during that time ; I returned a year ago.

M-2075. When I first came to Rangoon I came of my own accord, paying my own way. I got the money to pay my fare ; I took a loan of Rs. 20 from another man ; I have not paid it back ; I have not found it possible to pay back that debt because whatever I save I have been sending for the maintenance of my family.

M-2076. I have to pay interest on that advance at the rate of Rs. 1-2-0 per cent. per mensem. When I first came to Rangoon three years ago I got employment through countrymen of mine who are here.

M-2077. I am paid monthly, my wages being Rs. 37 a month. I work every day. The head *maistry* pays me my wages. There are no deductions out of the Rs. 37 a month.

M-2078. I live in 39th Street where I live with other men. The landlord is in another street. I am the tenant of the room in which I live ; I pay Rs. 30 a month. There are 8 men in the room of whom I am one ; we 8 men pay the rent equally ; the room is in my name.

M-2079. I send home Rs. 10 or Rs. 15 every month ; sometimes I miss a month. I never send more than Rs. 15 a month. It costs me Rs. 20 a month to live ; food, clothing, *dhobi*, house rent and other miscellaneous expenses cost me Rs. 20 a month.

M-2080. On those occasions when I do not send money home I admit I have spent money on drink. I have no money with me now saved.

M-2081. I have a small debt in Rangoon ; it comes to Rs. 50. None of the people in my house join in a chit fund (saving fund).

M-2082. My wages are paid to me on the 6th or 7th of the month following the month in which they are earned. I do not take any advances. I make no payments to the gang *maistry* of any kind. There are 15 men working in my gang, including the *maistry*.

M-2083. I was here during the strike ; I was not on strike. After the strike I got an increase of wages of Rs. 2, all the monthly paid people got that increase.

M-2084. If everybody agrees to the Government closing all the liquor shops, I do not see why I should not agree. There are 15 men in my gang and they all take liquor. If to-morrow Government said that all the liquor shops were to be closed for ever, all the men in my gang would be pleased.

Statement by PENTI SAHIB, a gang *mistri*.

M-2085. I belong to Vizagapatam district. I started here as a coolie ; I have been here 8 or 9 years ; I have been a *maistry* for 6 months ; soon after the earthquake I was made a *maistry*.

M-2086. I came first with my wife and family but my wife became ill and I had to send her back about a year ago. I have not been back to my country at all since I came here. My wife was here 7 years.

M-2087. When my wife and family were here I lived in Yegyaw Busti ; I and my wife and family had a room to ourselves.

M-2088. Some of the men in my gang are from Ganjam while others are from Godavari. When I first came to Rangoon I came of my own accord. I first got employment in Rangoon with the Rangoon Electric Tramways Company, Messrs. Dawood.

M-2089. A man who was working on the wharf here was living with me ; he brought me here and got me employment.

M-2090. When I was employed with Messrs. Dawood & Company I was only getting Rs. 16. I am paid by the month ; my wages are Rs. 43 a month.

M-2091. There are 14 coolies beside myself in my gang. I do not get any money from any of the men in my gang. I only get money when I am about to go home ; then each man contributes something, say Rs. 2 or Rs. 3, of their own free will. They do not contribute in that way when other members of the gang go home.

M-2092. We work from 6-30 A.M. to 6 P.M. About mid-day we go out to take tea and we are away for about half an hour. Sometimes we work nights ; we take it by turns : this month we work during the day while next month my gang will work in the night.

M-2093. If there is work on the steamers we work on Sundays. We do not get any extra pay for Sunday work.

M-2094. Since my wife went home I have taken a small room at Rs. 2 rent and I am living by myself. I live to the right of Circuit Road.

M-2095. Every month I send hom to my wife and family Rs. 20. I spend Rs. 20 a month on my food, clothes and housing in Rangoon.

M-2096. I do not spend money on liquor. I would like the Government to close the liquor shops in Rangoon.

M-2097. I have not much debt here in Rangoon ; it may be Rs. 10 or Rs. 20. I have no debt in my country. I have no land.

M-2098. My leg was burnt in No. 4 godown here. There was some caustic inside a package, but the outside label showed it as containing soda ; I lifted it and it broke and fell on my leg. That happened 5 years ago. For 3 months I could not work. At that time I was employed by another contractor. I went to the hospital where I stayed for 3 days ; then I left and was treated in my own house. I got my pay during the 3 months I was off work and then I came back to my old job.

Statement by NARAINI, a stevedore coolie.

M-2099. I come from West Godavari District. I work for Singamma Rama Krishnama, the head *maistry* of Hari Krishna Pillai & Company. I work at the sling ; I have been at this job for about a year now. It is now a year and 2 months since I first came here.

M-2100. When I first came to Rangoon I took a loan and came of my own accord ; we could not get enough food at home, so we came here. People come and go and that is how I knew about work here. I took a loan of Rs. 40. I spent more than Rs. 25 coming across.

M-2101. When I landed in Rangoon I got into touch with the gang *maistry* here. For about a month after I came here I could not get any employment ; I had spent all my loan on food before I got work and had to borrow more.

M-2102. This is the only job I can get and so I must make the best of it. I had about 8 days' work about a month ago and then could not get any work at all ; we have only been working since yesterday.

M-2103. The Burmese labourers are sharing the work and that is why we sometimes cannot get work. If I work for a day I get Rs. 1-12-0.

M-2104. I pay money to the gang *maistry* ; I give one day's free service out of every ship. If I work for 8 days I am not paid for one of those days ; the *maistry* gets one of my day's pay ; that is the custom. The *maistry* takes one day's pay from every ship. There are 12 men in a gang.

M-2105. I paid off the Rs. 40 debt in about 6 months after coming here.

M-2106. I have a wife and family in India. I have no land. If I have any money after my expenses here, I send about Rs. 10 or Rs. 12 home to my wife and family.

M-2107. I have borrowed Rs. 40 here in Rangoon ; I took the loan from my gang *maistry*. The *maistry* does not take interest on that loan.

M-2108. When we work a ship the 12 men in the gang pay the *maistry* one day's pay, because if we do not pay that we shall not be called for work next time.

M-2109. After we have finished the work on the steamer we are working now, when the next steamer arrives we shall be paid for the work on this steamer. The *gang maistry* pays me my wages.

M-2110. I work two ships a month. We shall work on this steamer for about 12 days, and then after two or three days another steamer will arrive. I was paid last 5 or 6 days ago when I received Rs. 14.

M-2111. I was here at the time of the strike. Many people, of whom Mr. Narayana Rao was one, told us we could go on strike ; we were told that at a meeting. We could not fill our stomachs, we wanted more money and so we went on strike.

M-2112. I get less wages now than I got before the strike. We are working on this steamer ; the next steamer that arrives will be worked by the Burmans. The people who told us to come out on strike did not tell us that Burmese labour would be brought in in our places.

M-2113. I never take liquor.

M-2114. I cannot find a way of going back to my country. I send my wife and family Rs. 10 every month.

M-2115. I have been sick since I came here ; I was ill for about 15 days.

M-2116. I live with people from my country ; I pay Rs. 2 a month. My food, clothes, house rent and the money I send to my wife and family cost me Rs. 25 a month.

M-2117. When I do not get work on board the ships I pull handcarts.

M-2118. I find that my earnings are just enough for my needs ; my earnings amount to about Rs. 25 a month. It costs me Rs. 15 to live here and I send Rs. 10 a month home.

BURMA.

Tenth Meeting.

RANGOON.

'ednesday, 5th November 1930.

(Afternoon.)

PRESENT :

Sir ALEXANDER MURRAY, KT., C.B.E. (*Presiding*).

Mr. G. D. BIRLA.

Mr. JOHN CLIFF.

Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. S. A. S. TYABJI, *Assistant Commissioner.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN. } *Joint Secretaries.*

Mr. J. R. D. GLASCOTT, C.I.E., Agent, and Dr. P. C. HAYNE, Chief Medical Officer, representatives of the Burma Railways.

M-2119. *Sir Alexander Murray* : Mr. Glascott, what is your personal experience on Railways ?—I have been 32 years on Railways and 27 years in Burma, during which time I rose from Assistant Engineer to District Engineer, to Deputy Chief Engineer, then to Chief Engineer and Agent. I have been Agent now for ten years.

M-2120. Since 1st January 1930 you have become a State-managed Railway ?—Yes.

M-2121. You use the departmental and not the divisional system ?—We work departmentally. Ours is a long straggling line and does not lend itself to divisional management. The divisional system may be of advantage in the case of Railways like the East Indian Railway which have many big centres of trade like Cawnpore, Allahabad and Calcutta. But the nerve centre of Burma from the business point of view is Rangoon. If I had a divisional system and the divisional officer at Mandalay wanted to settle a question with the local representative of a firm at Mandalay, the local representative would say that he could do nothing without consulting the head office at Rangoon. In such cases it is much easier for me to settle questions direct with their Rangoon Office. As far as I know there is only one firm with headquarters outside Rangoon and that is Messrs. T. D. Findlay & Company of Moulmein.

M-2122. That is from the public point of view. How does the system work from the point of view of labour ?—I think it is the same from the labour point of view also.

M-2123. What proportion of your labour is Burmese and what proportion is Indian ?—I cannot give you any exact figures at the minute.

M-2124. From what part of India do you get your Indian labour ?—The men who are on my pay-roll mostly come from Northern India, United Provinces, Bengal and Madras. But the coolie labour of the contractors are mostly Oriyas.

M-2125. Are the employees of the Traffic Department mostly Burmese ?—When I joined the line they were predominantly Indian, but now they are largely Burmese. We have an order that preference should be given to Burmese and persons of Burmese domicile.

M-2126. Are the gangmen entirely Indian ?—Sometime back it was so, but now the Burmans are taking to it in Upper Burma.

M-2127. Do you recruit any Indian labourers from India ?—No, we do not recruit any labourers from India. They probably come here and work under contractors for some time and then they come to us instead of sticking to the contractors. That is how we get our pointsmen and gangmen, etc.

M-2128. Do you recruit any Burmese labourers ?—We do not recruit anybody.

M-2129. Out of your 29,000 odd workers you give us details only for 20,000 odd workers. Would you give us details for the remaining 9,000 ?—Yes, I shall send you details. I much regret the list is not complete.

M-2130. Does the figure include contractors' men also ?—No, only men on my pay roll.

M-2131. Would you also give us this additional information : (*i*) the number of employees drawing Rs. 20 and under ; (*ii*) the number of employees drawing Rs. 30 and under, including those drawing Rs. 20 and under ; and (*iii*) the rules regarding your Provident Fund ?—Yes, I shall send you the information.

M-2132. What kinds of work do you do through contractors ?—All new works such as painting and whitewashing, buildings, bridges and so on are done through contractors. Track maintenance work is done by our own men.

M-2133. Do you employ contractors to load and unload coal ?—This is done by a contractor. The contract is put up for auction every year.

M-2134. Who is your contractor ? Has he been the same all through ?—For about ten years or more the same contractor, Raja Dr. S. Ramanatha Reddiar, has been doing it for us.

M-2135. Do you call for tenders and accept the lowest tender ?—We accept the lowest tender provided the tenderer had all the facilities for doing the job.

M-2136. Does the same contractor handle the machinery and stores which you get from home ?—No. The stores and machinery are landed on the wharf and then put into waggons. We employ a different contractor by name V. Bulli Venkiah.

M-2137. What do you mean when you say that payments are made direct to the labour employed through contractors ?—Do you pay direct to the contractor's labour also ?—This memorandum was not written by me. I think, perhaps in your original questionnaire there was a question whether we paid our maintenance labour through contractors. This is

not the case. We pay direct to labour on our pay roll. There is a pay clerk and an officer in charge who go in a pay train and pay the labour direct. As regards contractors we measure the work done by them and give them a cheque for the amount. We have nothing to do with paying their labour at all. Only in cases of big works like the construction of the Irrawaddy bridge do we give them certain medical facilities. On smaller works we supervise their camps.

M-2138. Why is it that the average duration of employment of labourers in the engineering department is only 10 years ?—It is really not so short as that. For instance, a gangman works here for 5 or 6 years and then goes across to India. After some time he comes back, joins up again in a different district and very often registers himself under a different name. We cannot keep an accurate record of the service of such persons. If a man worked on the Railway for ten years, went home and returned under a different name and worked for another 10 years, we would only count him as having been with us for ten years.

M-2139. Under your departmental system of working, what powers have the district officers in regard to leave, discharge or dismissal of their employees ?—They have practically no powers.

M-2140. If there was some trouble in the Engineering Department, who would discharge or dismiss the men concerned ?—The immediate superior officer.

M-2141. Does the Permanent Way Inspector control the leave and increment of his employees ?—He can grant or refuse leave to gangmen.

M-2142. What about the other staff ?—The only other staff in the Engineering Department are upper subordinates, works inspectors, etc., and the clerical staff.

M-2143. If a gangman is dismissed by the Permanent Way Inspector has he any right of appeal ?—Yes, he has.

M-2144. Who discharges or dismisses men in the loco. and carriage shops ?—The foreman of the shop will make a recommendation to the Works Manager and it is left to him to dismiss the man or not. The man who is dismissed can first of all appeal to the Loco. Superintendent and if he is not satisfied he can then appeal direct to me. Before he appeals to me he must have once appealed to his Departmental Officer.

M-2145. Would you let us have a statement with regard to the number of appeals which has come to you from each department, showing in how many cases you have confirmed or reversed the orders of the District Officers ?—Yes, I shall let you have that if I can, but it is usual, when a man appeals and I reverse the orders, to expunge the whole proceedings from his records. I may not be able to give you the number of cases in which I have reversed orders.

M-2146. What does your Personnel Officer in the traffic department do ?—He is not a welfare officer, but he has everything to do with the personnel of the department. We have got station masters all over the line. Roughly, we have 400 stations to attend to, at which we have at least 400 station masters and some 1,000 assistant station masters. We do not want to do any man any injustice. If there is any vacancy the Personnel Officer goes through the service sheets of all the employees to see who is the next senior for promotion. Similarly if there is any

complaint against a man the complaint goes to the Personnel Officer before it is sent to the Traffic Manager for judgment.

M-2147. When you have found it advisable to have a Personnel Officer in the traffic department how is it that you have not thought it necessary to have a similar officer in other departments ?—Because we have not got the same number to deal with.

M-2148. Since when have you had this officer ?—Since 2 years. Of course, he is doing other work besides attending to promotions, appeals, etc., and that is the justification for keeping him.

M-2149. *Mr. Cliff* : Does he deal with disciplinary cases ?—It starts with the district officer and comes to the Personnel Officer who puts up the service sheet and the record of the man before the Traffic Manager.

M-2150. *Sir Alexander Murray* : You have a service agreement, have you not ?—Yes.

M-2151. *Mr. Cliff* : Can we take it that, generally speaking, the men scheduled in statement A of your memorandum are on monthly pay and there are service agreements for them ?—Yes.

M-2152. Can we also take it that all those who are mentioned in statements B and C of your memorandum have not signed any agreement ?—So far as the men in statement C are concerned I do not think they have any service agreements. But in the case of some who find a place in statement B service agreements are taken.

M-2153. *Sir Alexander Murray* : Will you please send us a note as to the classes of employees who sign service agreements ?—Yes.

M-2154. *Mr. Cliff* : Can you tell us what roughly is the difference between the wage standards in Burma and the wage standards in India ?—I cannot give you any figures, but I know that we are paying higher than, for instance, the Bengal North-Western Railway and the Railways in Southern India.

M-2155. Does it mean that you have decided it on any principle ?—No, except that the average standard of pay in Burma has been decided.

M-2156. You cannot say roughly what is the additional pay that is paid in Burma compared with the pay given on Indian railways ?—I am afraid I cannot.

M-2157. Have you made any comparison ?—I have never had to make any comparison because I have never been short of applicants. I am flooded with applications from people in Burma for appointments.

M-2158. With reference to your remark that a very high percentage of men require leave in India for fairly long periods, may I ask what is the period of leave that they take ?—As I said at the beginning, they come over here without their wives and they may stay here 3 or 4 years. Then they want to go home for probably a whole year.

M-2159. Suppose a man is a station master or a booking clerk, is he granted leave ?—Yes, but what I said does not apply to them because they generally live here with their wives. The remark applies more particularly to the permanent way staff, Indian firemen and so forth.

M-2160. Would you give a driver the recognized leave ?—Yes, if we could spare him. We cannot give them a year's leave all at once whenever asked for. If we did that half of our drivers might want to go on leave.

M-2161. Would you give a driver 4 months leave at a time ?—Yes.

M-2162. Is that taken advantage of ?—They prefer to stay for a longer time and take more leave. We sometimes meet them in one way and sometimes in the other.

M-2163. When a driver comes back does he resume his place in the service where he left off ?—Yes, if he has taken leave with our permission. If he does not return for a year even though we want him earlier he has got to leave the service altogether. We cannot let him have leave at his own sweet will.

M-2164. With regard to your statement on annual leave, can you tell us who are the men who will get four months' leave on full pay at a time ? —That applies to all men who have signed the service agreement and who are on monthly pay.

M-2165. You say that many of the Indian menial staff keep their families in India mainly due to the cost of the sea passage and living expenses in Burma being comparatively high. Can that be taken to mean that the wage paid to the menial staff is not sufficient to allow them to bring their families here ?—No, I do not think so at all ; far from that. The post-office people will tell you that more money is being sent by money orders every month from Insein and Myitnge than from any other place in Burma. You should know that most of them own land in India and that is the very reason why they leave their families in India.

M-2166. Can the men who are employed in the engineering department keep their wives and family here in Burma on the wages that they get here ?—In the first place, they have no wish to bring them here ; and secondly in the case of gangmen they have got a gang house with 12 members or so and as such they cannot bring their families.

M-2167. With regard to your statement on housing, may I enquire whether you are unreasonable or the Railway Board is unreasonable ?— Our funds are short. I can only build houses up to the amount of money that the Railway Board let me have. The Railway Board do not want to invest money on houses which do not fetch at least 4 per cent. return.

M-2168. Would you say that your houses give 3½ per cent. ?—The houses for my superior staff bring back a return of 4 but those for the subordinate staff do not bring back 4.

M-2169. How much would it bring ?—About 3. I may say that the Railway Board told us that we were giving too good quarters. I also have from the Railway Board the cubic feet air space that have been asked for by unions in India. Our quarters are below what the unions ask for.

M-2170. *Sir Alexander Murray* : You have put down 20 lakhs as the contemplated expenditure on staff quarters during the next 2 years. Will you tell us how much of that you have already spent ?—I spent each year the amount allotted for that year.

M-2171. So you are spending money on quarters ?—Yes ; but the trouble is to get more.

M-2172. *Mr. Cliff* : You say : " Contracts provide that contractors must adhere to the orders issued by the Medical Department with regard to housing and sanitation of their workmen ". Can you explain the operation of that clause ?—(*Dr. Hayne*) : For instance, in camps the latrines that the contractors put up have to be passed first by the District Medical Officer of the district.

M-2173. What about the provision for water ?—The contractor is responsible.

M-2174. Has he got a schedule of instructions ?—Yes.

M-2175. Can you send to the Commission a copy of the schedule of instructions with regard to the housing and sanitation of workmen ?—So long as the contractor conforms to our sanitary requirements it is all right. They vary according to whether the country is a hill country or a flat country.

M-2176. Suppose you have 100 men working. What do you require in the way of housing ?—They have long bamboo huts in which they all live. But the latrines have to be built far away so that they cannot drain into the water supply ; and they have to make arrangements for shifting them every month.

M-2177. Do I understand that you put sub-assistant surgeons on camps of that character ?—In some we do, in some we do not. On large works we always do.

M-2778. *Sir Alexander Murray* : I take it that the construction of the Sagaing bridge is one of the large works ?—Yes.

M-2179. Will you please send us a copy of the contract that you entered into with the contractor at Sagaing ?—(*Mr. Glascott*) : Yes.

M-2180. Will you also send us a copy of the schedule of instructions that you gave to your medical officers there with regard to water supply, housing and latrine requirements of the contractors' establishment ?—(*Dr. Hayne*) : I did not give any special instructions with regard to that.

M-2181. *Col. Russell* : Does the District Medical Officer get any orders from the Chief Medical Officer ?—The District Medical Officer is a capable man and he ought to be able to do those things himself.

M-2182. You leave it entirely to the District Medical Officer ?—I go and inspect the work.

M-2183. *Sir Alexander Murray* : Will you please send us a note on the sort of instructions you would give if you were a District Medical Officer with regard to medical and sanitary matters both in a hill country and in a flat country ?—Yes.

M-2184. *Mr. Cliff* : You have got sub-assistant surgeons on large works. Have you got dispensaries ?—Yes.

M-2185. Would they have any record with regard to the health of the workpeople of the contractor ?—They are not directly under me but are under the District Medical Officer who is deputed to look after that particular construction. Statistics are not as a rule maintained for contractor's men.

M-2186. He is a Government officer, altogether apart from your regular medical officers ?—Yes. We used to get a District Medical Officer for construction from home who was a man on good pay and of very sound experience.

M-2187. Have you brought one for Sagaing construction ?—(*Mr. Glascott*) : We have not got any special man because the District Medical Officer of Mandalay attends to the work and we give him an extra allowance for this purpose.

M-2188. *Col. Russell* : On works of that kind you post sub-assistant surgeons who are really subordinate medical officers having no particular knowledge of public health work ?—(*Dr. Hayne*) : They are chosen for their knowledge of public health work and they work under the direct supervision of the District Medical Officer.

M-2189. You recruit them in Burma ?—Yes.

M-2190. *Sir Alexander Murray* : Could you please give us a copy of the instructions that the medical officers at Sagaing issued with regard to housing, water supply, sanitary arrangements, prevention of disease and so forth ?—Yes.

M-2191. *Mr. Cliff* : Can you tell me approximately the number of employees, other than European and Anglo-Indian, who are members of your Institutes ?—(*Mr. Glascott*) : I cannot say off-hand.

M-2192. Do they take advantage of these Institutes ?—Yes. As an example I may say that I have a football team in which there are Chinamen, Indians, Burmese and others.

M-2193. You say : " There is no safety-first propaganda as the large mixture of races renders any form of pamphlets an almost impossible proposition ". Is your Railway very different from any Railway in India ?—I am perfectly certain that I have more castes and creeds and nationalities to deal with than any one in India.

M-2194. Is not the bulk of your labour Indian ?—Yes, of the cooly brand, but amongst drivers, firemen, guards, brakesmen and clerks I have got every caste and creed.

M-2195. A good deal of safety-first propaganda which is being done is done in workshops ?—That is done by demonstration and not by issuing pamphlets. If I were to issue pamphlets I should have to get them printed in 3 or 4 Indian languages, and Chinese, Karen and so forth.

M-2196. About hours, you say that the principle adopted in the Traffic Department is that if the work is classified as " continuous " the men work in three shifts with one day off in a week ; but you say that the weekly hours of duty amount to 56 hours : how is that ?—This was a clerical error for 56, please read 48.

M-2197. They work 6 days a week ?—Yes.

M-2198. You say that there is a large number of staff who have not been brought within the scope of the Conventions owing to shortage of quarters through lack of funds and to the shortage of trained staff. Are these men likely to be brought in within any reasonable period ?—It depends entirely on what money the Railway Board will give me to build quarters. I am trying to push it. But I may tell you the staff do not

want it. They want 8 hours' work, *plus* 4 hours' overtime, 8 hours' off, come down again for a full day's work *plus* 4 hours' overtime and then off for 24 hours. It suits them perfectly. It does not suit them to work 8 hours and then go off and incidentally lose overtime pay.

M-2199. *Sir Alexander Murray* : You have increased the staff in 1929 as compared with 1928 : to what extent have you given effect to the recommendations of the Washington and Geneva Conventions ?—We have started on the Lashio branch and constructed a new shed and staff quarters on a large scale at Manpwe in order to meet it. Apart from that, we have put on a lot of extra assistant station masters all over the line. That was to give these men one day off per week. Normally, station masters are on day duty, and assistant station masters on night duty, all the time. We have put in relievers so that they may have some relief. Our mileage is just over 2,000.

M-2200. *Mr. Birla* : Do not your remarks on the origin of labour and methods of recruitment go to show that while there are plenty of Indians seeking employment, you always find it difficult to get Burmans to take up jobs, although it appears to be your policy to encourage more Burmans in preference to Indians ?—Our policy is to employ Burmans or domiciled Burmans, that is to say Indians who have domiciled under the Domicile Rules, or Anglo-Indians who are statutory natives ; if they are domiciled in Burma, we consider them to be Burmans, and we try to recruit Burmans. The Burman is ready for clerical work, though he is now coming on for manual work also in Upper Burma.

M-2201. For other kinds of work, do you have less difficulty in getting Burmans ?—For station masters, assistant station masters and jobs like that, I am taking on nobody else but Burmans, that is people domiciled in Burma.

M-2202. Is the Burmans' dislike of manual work due to their better economic condition, or is it due to their easy-going habits ?—I cannot explain why it is so. If you go into the forests, you will see a couple of Burmans with hand-saws sawing up sleepers, with sweat simply pouring off their bodies. Yet, they dislike doing earthwork.

M-2203. Are the Burmans as efficient as Indians ?—In clerical work they are just as good as Indians, but out on the permanent way they have not had experience and they are not as good as Indians, but in time there is no reason why they should not be as good as Indians.

M-2204. In order to encourage more Burmans to take up such jobs, would you suggest putting some sort of check on the immigration of Indian labour into Burma ?—I should not put any check on any immigration.

M-2205. If the policy of the Railways and other employers is to give encouragement to Burmans, and if you do not put any check on the immigration of Indian labour to Burma, do you not think it will cause an oversupply of Indian labour and consequent unemployment and great distress among them in future ?—But the immigration is mainly of coolies. When we have a big construction or anything like that, it is quite impossible to do it with Burman labour as there is not enough of it. In our memorandum we are talking of recruitment for permanent staff.

M-2206. Does it mean that for a very long period to come, Burma will have to depend on imported labour ?—Yes, for many years to come ; there is no question about it. I would not therefore put any check. If the Burman has got to make good, he has got to make good by efficiency.

M-2207. You say that the standard of wages on your Railways is comparatively higher than that on Indian Railways, but at the same time the cost of living too is higher in Burma than what it is in India. Then there is no special attraction on the Burma Railways as compared with Indian Railways ?—Excepting that they are getting more pay.

M-2208. But if the cost of living is higher ?—I do not say that the cost of living is so much higher that it does not pay to come over here. It does pay ; otherwise why do they come ? They do not come because they love Burma, but because they can make more money.

M-2209. From your statement it appears that you pay your gang coolies Rs. 15 to Rs. 17 ; you pay the gate-keepers Rs. 8 to Rs. 12 ?—The gate-keepers are pension jobs.

M-2210. You pay the durwans Rs. 16 to Rs. 20. Do you think that these rates are higher than what we have in India ?—Then why do they come, why do they stay ?

M-2211. Probably they do not get employment in India, and therefore they are compelled to go elsewhere ?—Why do they not go to some other employment instead of coming to me ?

M-2212. How do you prove that you are paying higher wages as compared with the Railways in India ?—I could not give a direct answer to it, but I am quite certain that we are paying higher than the South Indian Railway and the B. and N. W. Railway. The statement in the memorandum is not comprehensive enough. If you look at the establishment register, you will see that the cooly gets higher than is shown in the memorandum.

M-2213. You have given the number of cases of accidents during the past five years : why do you not mention the amounts that have been paid as compensation ?—There is the Workmen's Compensation Act, and when we were a company we had the Company's rules for compensation, and I pay whichever is higher. If you would like to have the figures, I could get them for you.

M-2214. Why have you not made any remarks about the question of sickness insurance ?—We have no such thing.

M-2215. Do you mean to say that you do not approve of the scheme ?—I can only put in force what the Government allow me to put in force.

M-2216. *Col. Russell* : Regarding the statement you have given on the question of the nature of accommodation provided in each class, could we have copies of plans of Nos. 61 and 62 types of quarters ?—I hand them in.

M-2217. Have these Nos. 61 and 62 been approved by the Medical Department ?—(*Dr. Hayne*) Yes.

M-2218. What is the cost per room of No. 61 type ?—(*Mr. Glascott*) 61, single unit costs Rs. 706, and additional units cost Rs. 494 each.

M-2219. That means that if you lined them in barracks, the cost is Rs. 494 ?—You start off with Rs. 706 for the first unit ; for additional units, if they are built in a long row, it is Rs. 494 each.

M-2220. Is that the ordinary method of building quarters of that type ?—Yes, as a rule.

M-2221. I take it that this type 61 is for the lowest grade of workmen ?—Up to Rs. 40 they get type 61. In our statement it is given as up to 30, but actually it goes up to Rs. 40.

M-2222. Are you satisfied that type 61 gives sufficient accommodation for a man, his wife and children ?—No. They are not built for men with families.

M-2223. How many men do you put in these quarters ?—One man in one unit.

M-2224. That is a room ?—Yes, but they do not have their wives.

M-2225. You give a single room to a single individual ?—Yes.

M-2226. You do not double up ?—We are supposed not to. Type 61 when built, say, as a gang hut, is really one long dormitory the intermediate walls being left out. I will not say that there would be 6 men in 6 units ; there may be 8 ; they prefer the intermedial walls being omitted.

M-2227. Do you build in that fashion for the staff that you employ in Rangoon ?—No. That was for gang huts on the line. In Rangoon we have intermediate walls. The reason for the long dormitory without intermediate walls is that the gang men feel a little safer if they are all together in case they are raided.

M-2228. How many District Medical Officers have you got for your 29,000 odd workers on the Railway ?—(*Dr. Hayne*) We should have 4 ; at the present moment we have got only 3.

M-2229. Where are they stationed ?—At Mandalay, Insein, Toungoo, and one is on leave.

M-2230. Is there a District Medical Officer in Rangoon ?—No ; he is in Insein. I do all the work in Rangoon.

M-2231. How do you divide the 26 dispensaries and 2 hospitals that you mention ? Where are the 2 hospitals ?—At Myitnge and Insein.

M-2232. What about Rangoon itself ?—There is the General Hospital.

M-2233. Do you depend on the General Hospital ?—Yes.

M-2234. Do you find any difficulty in getting Railway workers admitted to the General Hospital ?—No. We simply write a letter, and they are admitted.

M-2235. Does that mean that the railway workers are given any preference ?—I do not think so. The letter goes to the Superintendent of the Hospital.

M-2236. Do you think that one General Hospital with 560 beds is sufficient hospital accommodation for a city with the population of Rangoon including Railway workers ?—(*Mr. Glascott*) Certainly not. It is the hospital for the whole Province, not for Rangoon alone.

M-2237. Are there any other hospitals ?—(*Dr. Hayne*) No. There is a women's hospital and a contagious diseases hospital, but there is only one general hospital.

M-2238. You do not think it is necessary that the Railway should have a hospital of its own in Rangoon ?—I do not think so.

M-2239. *Sir Alexander Murray* : Does the Railway pay a special donation to the General Hospital ?—They pay Rs. 1,000 a month.

M-2240. *Col. Russell* : In Rangoon itself, how many dispensaries have you got ?—In Rangoon proper we have only one ; but there is another dispensary at Mahlwagon, which is only 1½ miles off.

M-2241. What is the total Railway population in Rangoon ?—It is somewhere about a thousand or twelve hundred.

M-2242. You have no railway workshop here ?—No.

M-2243. Would the workers in Insein exceed a thousand ?—In Insein itself there will be more than a thousand.

M-2244. How many beds have you got in the Insein hospital ?—20.

M-2245. How many beds are there in the other hospital at Myitnge ?—There are 12 official beds, but we can make many more ; it is a very nice hospital, and there is plenty of room.

M-2246. In addition to your District Medical Officers, what other medical staff do you employ ?—An assistant surgeon at Myitnge, an assistant surgeon in Rangoon, and in the districts at each dispensary there is a sub-assistant surgeon.

M-2247. How many sub-assistant surgeons are there ?—(*Mr. Glascott*) The number of sub-assistant surgeons employed during 1929-30 was 31.

You have a sub-assistant surgeon at each dispensary ?—(*Dr. Hayne*) Yes.

M-2248. Does he travel up and down the line as well ?—Yes, in the small dispensaries. In the headquarter dispensaries they have only short distances to run. I do not like them to have more than just about a station on each side of their headquarters, as I do not like them to be out of headquarters long during the night.

M-2249. Have you and your District Medical Officers got any public health qualifications ?—Yes, the D. P. H. There is one going home this year who is going up for it ; the others have all already got it.

M-2250. Are they all permitted private practice ?—Yes.

M-2251. *Sir Alexander Murray* : They are not whole-time officers ?—(*Mr. Glasscott*) They are allowed to take private practice.

M-2252. *Col. Russell* : When you are sending in a list of your medical staff and distribution, would you add to it the number of sanitary inspectors you employ and say where they are ?—(*Dr. Hayne*) It will be in the annual report. (*Mr. Glascott*) On parts of the line that are a long way from our District Medical Headquarters, we subsidize the local Government Medical Officer. There is no part of our line which is not within 20 miles of a dispensary and a sub-assistant surgeon.

M-2253. *Sir Alexander Murray* : Have you had any complaints from your workers about lack of proper medical attendance ?—(*Dr. Hayne*) No.

M-2254. *Col. Russell* : Are the usual sanitary arrangements made in the workshops in the way of latrines, etc., for instance, do you have them in the workshop at Insein ?—We have septic tank latrines there.

M-2255. In these workshops do you have water supply laid on into the shop ?—Yes.

M-2256. Are you satisfied that in the hot weather for instance the men are able to get a sufficient supply of cold water ?—Yes.

M-2257. You distribute it by pipes ?—(*Mr. Glasscott*) There is a big overhead tank and service tanks inside the shops, and if they want a drink. it comes from the service tanks.

M-2258. In the hot weather, the water will be hot ?—(*Dr. Hayne*) There have never been any complaints about it.

M-2259. Are you satisfied that the water arrangements are satisfactory ?—Yes.

M-2260. Are bathing places provided in the workshops, where the men can conveniently wash themselves ?—(*Mr. Glascott*) We have not got special bathing places but in the workmen's lines we have got these standpipes put up at a height. They stand under these and wash themselves.

M-2261. *Sir Alexander Murray* : You say that the Factories Act does not apply to your workshops : is that so ?—No. The Factories Act very much applies to Railway Shops and we are expected to set an example to privately owned shops. The answer in the memorandum is a reply to a question about precautions with regard to humidity in cotton factories.

M-2262. *Col. Russell* : What is your experience of the sanitary committees that you mention in paragraph (27) ?—(*Dr. Hayne*) They are very useful, because one gets the engineering man there on the spot. You can show him what requires to be done and ask him to do it. The departments work together, and get work done at once without referring to the head office.

M-2263. They only meet quarterly ?—Yes, that is about it.

M-2264. Is that enough ?—Yes.

M-2265. Do the senior subordinates who are members of the sanitary committees take any interest in the matter between the quarterly visits of the senior officers ?—(*Dr. Hayne*) Yes, some of them certainly do, and the better type of man takes a considerable interest in it.

M-2266. So that you are satisfied they serve a useful purpose ?—Yes, I am sure they do.

M-2267. I take it malaria is one of your most troublesome problems ?—Yes, it is.

M-2268. Have you a list of what are known as unhealthy stations ?—(*Mr. Glascott*) I have a list in the office of the places in which we pay unhealthy allowance.

M-2269. Will you include in your note a statement of the number of unhealthy stations you have got ?—Yes, I will send it in.

M-2270. Do you restrict the period for which staffs are posted to these stations ?—Yes ; they are not supposed to be at an unhealthy station more than 2 years at the outside, and if they get sick they are moved. In fact, they never spend two years at an unhealthy station ; as soon as they look like getting sick they are transferred.

M-2271. *Sir Alexander Murray* : When they are at an unhealthy station they get an allowance in addition to their pay, do they not ?—(*Dr. Hayne*) Yes. The trouble is that the system tends to have the effect of making the whole of the staff sickly because they all have to go to unhealthy stations in turn. Certain men like going to these unhealthy stations, for the advantage of drawing the extra pay.

M-2272. *Col. Russell* : Do you transfer these happy individuals ?—They are transferred normally, but it is a pity. (*Mr. Glascott*) If they want to remain at an unhealthy station we leave them there, but they must get transferred in time because of promotion.

M-2273. Have you any definite anti-malarial work ?—(*Dr. Hayne*) We are just doing some now.

M-2274. Who is doing it ?—Dr. Carrier in Mandalay.

M-2275. Is he one of your District Medical Officers ?—Yes.

M-2276. Has he had any special training in that work ?—He goes out with the Government health officer to learn about it.

M-2277. You have no malariologist ?—There is very little to learn about it ; they are simply spraying.

M-2278. I was wondering whether you had worked out a definite anti-malarial scheme on the advice of a skilled malariologist ?—We are trying it at Shwenyaune at the end of the Southern Shan States Railway, which is badly infected with malaria. Our medical department, in conjunction with the Director of Public Health, have been there ; the Director of Public Health has suggested various anti-malarial measures ; we have agreed to come in with anything they do, provided the people on either side within a quarter of a mile will do the same. A railway line is only a strip, and it is no good my disinfecting all the borrow pits if the adjoining land is in a bad state.

M-2279. You have not recommended to your Board any definite anti-malarial organization ?—(*Mr. Glascott*) We have cut back jungle which has improved conditions beyond recognition. Shwenyaune is like Venice ; it is a net-work of canals.

M-2280. You say that bazaar wagons carry stores over those parts of the Railway where there are no other facilities ; at what prices do you sell those stores ?—We used to sell them at cost price, Rangoon. We had to put up the prices because we were accused of competing with private enterprise, so we now add the freight at railway rates.

M-2281. Why do your medical staff take more leave than any other department ?—(*Dr. Hayne*) I should say they do not. I do not understand the figures on this point which appear in our memorandum. (*Mr. Glascott*) The officers of all departments take their leave when they can get it, but there is a huge engineering staff which come out for 4 or 5 years and then leave the service.

M-2282. *Col. Russell* : A table in the memorandum of the Railway Board shows that the percentage of medical certificates issued on the Burma Railways is higher than on any other railway in India ; can you explain that ?—(*Dr. Hayne*) I suppose that Mu Valley accounts for most of it. When a man has three months' leave and goes back to his home in India, at the end of that leave he very often sends in a medical certificate and applies for further leave. Three months' leave is not long enough for them.

M-2283. Do you accept medical certificates from private practitioners ? —I have got to when the men are on leave in India and then it has to be countersigned by a Civil Surgeon. I do not in Rangoon because then they can come to me. The man can go to his own doctor if he likes, but he has also got to show himself to me.

M-2284. Supposing he is suffering from pneumonia ?—That is a different thing ; in that case we should go and see him.

M-2285. Would a man suffering from a serious disease like that send for you ?—His department let us know he is ill and then we go and see him in the house where he is.

M-2286. Do you have any difficulty with regard to the medical certificates of these general practitioners ?—No, none at all.

M-2287. *Sir Alexander Murray* : With regard to that table of figures, will you let us have a note amplifying your explanation with regard to medical certificates.

M-2288. *Mr. Tyabji* : Would it not be better to abolish medical certificates ?—(*Mr. Glascott*) No, I must have a medical certificate if a man says he is ill.

M-2289. But ought not a man to be given his leave merely because he is tired of work ?—He should ask for it in the normal way and not say he is sick when he is not. No man in Government service can claim leave as a right.

M-2290. It is a considerable expense to a man who is not earning much to go to a private practitioner to get a medical certificate ?—Yes, but he can go to our railway practitioner free of charge.

M-2291. I am speaking not only of Rangoon but of places all over Burma ?—In most places there is a Government doctor or a Railway doctor. We object to his going to, say, a place like Mandalay and getting a medical certificate when he in fact lives at some place miles away from Mandalay.

M-2292. You have a very large temporary staff ?—This memorandum was written a year ago when we were doing a lot of construction ; now that construction is finished and the staff employed on that temporary work has gone.

M-2293. Do you have temporary staffs in workshops like Myitnge and Insein ?—No ; there is the normal amount that we require to work the shops.

M-2294. Are not there temporary people working for you in some cases for 9 and 10 years who are kept on a daily wage ?—No. Some people are on a monthly pay while others are on daily pay ; it is not a question of their being temporary. No man is permanent ; if the work comes to

an end any man has to go whether he is on the permanent staff or what you call the temporary staff.

M-2295. You have a temporary staff and a permanent staff in the shops ?—No ; when we have a big press of work we take on extra men.

M-2296. At Myitnge have you not temporary blacksmiths and carpenters ?—When we have a rush of work, yes.

M-2297. Men work for 9 or 10 years and are classed as temporary ?—No. There are no permanent men in the shops at all except the covenanted staff, and they are only permanent to the extent of their agreement. None of us are permanent.

M-2298. You have labourers working for 12 annas a day ?—Yes, about that.

M-2299. If a man works for you for 9 or 10 years you do not increase his pay ?—Not if he is a coolie.

M-2300. Have you ever worked out the cost of living ?—Yes, several times.

M-2301. With what result ?—The result I have come to is that the cost of living in Rangoon is extremely high ; I have made representations to get an extra Rangoon allowance ; we have a small one but it is not enough.

M-2302. In the case of small accidents your workmen are not paid if they are ill for less than 10 days ?—It depends on the case absolutely. If they do not come under the Workmen's Compensation Act, that is not my fault. I apply the Workmen's Compensation Rules or our old Company's rules, whichever is the more generous.

M-2303. Why do you say in paragraph 28 of your memorandum that the Factories and Mines Acts and Rules do not apply to railway workshops ?—Because we have no such factories as cotton factories, and so it does not apply to us.

M-2304. Are the *khalasis* on board the ships classed as skilled labour ?—I would not care to answer off-hand but I should think so.

M-2305. Why do you divide them into three classes ?—I wish you had given me notice of that question ; I cannot answer it off-hand.

Mr. Tyabji : Possibly we might have that information ?

Sir Alexander Murray : Yes.

M-2306. *Mr. Tyabji* : Are not the unhealthy stations used as punishment stations ?—Never.

M-2307. With regard to the strike of 1921 you say one of the demands was for an increase of pay of Rs. 10. Is not that a mistake ?—I think they asked for more than that ; it was 9 years ago but if I recollect rightly they demanded a 50 per cent. all round increase.

M-2308. The men demanded that the colour bar should be abolished ?—There is no colour bar.

M-2309. I am stating the demands which the men put forward ?—Yes, but that is not true.

M-2310. They said that Mr. Craig had the discretion to pay Rs. 10 for the best workmen, but as a rule he reserved this for Anglo-Indians. You speak of an illiterate anonymous letter, but formal demands were made ?—Normally speaking no one at the head of a big administration can take any notice of an anonymous letter. As a matter of fact, I became Agent in 1919 ; I was on leave in 1920 ; I was out when this thing came. I think Mr. Patel was the spokesman for these people. These are the demands of the Rangoon station and you have unfortunately mixed it up with Insein workshop.

M-2311. Yes, I have.—That is the difference.

M-2312. In 1928 there was a case of a lathe falling and killing a man ; the lathe fell down because the ground caved in ?—I have no recollection of it and I cannot conceive how the ground could cave in under a lathe because you could not have a lathe working unless you had a concrete foundation. If that happened, the Factory Inspector would soon make enquiries.

M-2313. He did make enquiries.—I have no recollection of it.

M-2314. *Sir Alexander Murray* : How long must a man overstay his leave before you feel justified in dismissing him ?—As a rule we do not dismiss them if they write and ask to go on leave without pay. Each case has to be dealt with on its merits. If a man writes and makes out a case that he wants another couple of months or something like that, we pass it if we possibly can.

M-2315. You have no standing rule ?—No.

M-2316. Do you discharge many men in the course of a year ?—We have to at times.

M-2317. What is the usual ground for dismissal ?—It is generally something against the public safety : a bad case of a driver running against signals, a permanent way inspector neglecting to make the inspections he should have made. We do not dismiss if we can possibly avoid it.

M-2318. You have instituted a system of good conduct marks ?—Yes. I have very little fining now ; the only department in which we are compelled to maintain fines is the loco. department where, if a man through carelessness spoils a job, it may entail a heavy loss ; we are bound to fine a man for a thing like that.

M-2319. Good conduct marks do not apply in that particular case ?—It cannot.

M-2320. You have a piece-rate system in the shops ?—Yes.

M-2321. How do you work it ?—We were on daily wages and then we introduced piece-work. It is very difficult to price the piece-work ; we put a gang on to a certain job ; they used to turn out, we will say, four of these in a day ; we said we would give them 20 per cent. more if they would turn out five, or something like that. We gradually worked it up in that way. It has been built up from the old daily labour costs of production.

M-2322. How long has that been in force ?—10 years I should think.

M-2323. Has there been no change in recent years ?—The rates have been adjusted from time to time.

M-2324. What steps have you taken to make first-aid easily available on your Railway ?—We have first-aid boxes in Railway stations and brake-vans. We give the staff a bonus for undergoing training in first-aid and we take it into consideration when the question of promotion comes up.

M-2325. What is the law on the subject of attachments for debt incurred by your employees and what is your practice ?—The Government rules lay down that a man who gets his pay attached must clear the debt in two years, or he will be liable to dismissal. We have a credit loan society on our Railway from which employees can take loans up to a certain amount provided they bring two or three sureties to back each application. In very bad cases, the man is allowed to resign, take his provident fund amount and pay off his debts. Such people we re-engage the next day. It is far better to do this than keeping the staff in debt and exposing them to temptations of bribery and corruption.

M-2326. What sort of staff can be members of your Loan Society ?—Strictly speaking, membership is confined to members of the Provident Fund. We used to take the Provident Fund amount at the man's credit as security for the loan, but under the new rules we cannot do it, therefore we ask the man to bring forward two or three sureties.

M-2327. Could an attachment order be put into effect even in the case of a man whose pay is less than what would entitle him to become a member of the Provident Fund ?—The attachment order is an order of the Court. We do not question whether it is legal or not ; we take it that the Court has considered that aspect of the question. I think an attachment order can be put into effect irrespective of the pay the man gets.

M-2328. Would you enquire and let us know the wage limit above which attachments are possible and below which attachments are impossible, and the number of attachments which you have had for the last two years ? —Yes, I shall let you have that.

M-2329. Could you also let us have a copy of the " Service Agreement " similar to the one which the other Railways in India have ?—Yes.

M-2330. Could you also tell us how many men you have discharged or dismissed under the terms of the agreement during last year ?—I doubt if I can get it. I shall have to look it up.

M-2331. Will you please refer to page 228 of the Railway Board Memorandum to us and give us a similar statement with regard to the number and cost of the staff in three different grades during 1913-14, 1920-21, and 1928-29 ?—I can only give you the Administration Reports of those years.

M-2332. Have you adopted the new rules regarding discharge and dismissal ?—Yes. We have adopted them.

M-2333. With regard to the cost of your buildings, did you include the cost of land also in the estimate you gave us of the cost of your houses for labourers on less than Rs. 30 or Rs. 40 a month ?—No, we did not include the cost of land. We put up buildings on our own land. If we included the cost of land also, our figures would mount up very high

(The witnesses withdrew.)

BURMA.

Eleventh Meeting.

RANGOON (*Syriam*).

Thursday, 6th November 1930.

(Morning.)

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.	Mr. G. D. BIRLA.
Sir ALEXANDER MURRAY, KT., C.B.E.	Mr. JOHN CLIFF.
Mr. A. G. CLOW, C.I.E., I.C.S.	
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.	Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. S. A. S. TYABJI, *Assistant Commissioner.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN. } *Joint Secretaries.*

(At the Syriam Candle Factory managed by the Burma Oil Company.)

Statement by MA OHN SEIN, a Burmese woman candle packer.

M-2334. I have worked here 5 or 6 years. I live in the barracks with my family. My husband works here.

M-2335. My wages are Rs. 30 a month.

M-2336. I work from 6 a.m. to 10-30 a.m. and from 12-30 to 4 p.m. am very happy at my work.

M-2337. At one time I was ill ; I went to the Company's hospital at Syriam. I received no pay while I was ill.

M-2338. It takes about a month to become efficient at my work.

M-2339. Most of the women doing my work are single ; I am married. A pregnant woman is not given leave with pay. A woman giving birth to a child stays away from work for 8 months or a year ; some poor women come back after 8 or 9 months, but the better off women come back after a year.

M-2340. I have no children. My husband and I are able to save about Rs. 10 to Rs. 15 a month.

M-2341. I am not in debt. When I save money I put it in my father's hands ; my husband agrees to that.

M-2342. There are 25 packets of candles in each bundle ; I can pack 100 to 120 bundles in a day. I am paid Rs. 1-8-0 for 100 bundles.

M-2343. I cannot say how many days I work in a year. I take one day's holiday a week. I am paid for the number of candles I pack ; there is no recognized holiday with pay.

M-2344. There is no pension or provident fund. We stop work on most of the big Burmese festival days but we get no pay for those days.

Statement by SURDU AJAM, an Indian male candle packer.

M-2345. I was born here ; my parents came from Gorakhpur. My father is dead ; my mother and her children are here. I once went to Gorakhpur with my mother. I obtained work here by approaching Mr. Anthony.

M-2346. Formerly I was getting a daily wage of 13 annas but now I am paid on piece-rates and if I get more work I get more wages.

M-2347. I get into debt. Last month October, I earned Rs. 20 ; in September I earned Rs. 14.

M-2348. I am not married. I live in the village with my mother. I have three brothers and a little sister ; my brothers are not working ; I am the only member of the family working.

M-2349. I have my own house and a big family and therefore we cannot stay in barracks. I should only get one room in the barracks and a family man does not care to stay here near the mill.

M-2350. My brothers do not work because they have not found a job ; my brothers are small. My father built the house ; he was working here.

Statement by BHAGELU, a male candle box maker.

M-2351. I come from Gorakhpur ; I have been here 12 years. My wife and family are in my country. During the last 12 years I have not been to my country.

M-2352. I send my wife Rs. 5 or Rs. 10 a month ; besides that I have some money there and that is utilized by my wife. I have no children ; I have a wife, a father and a mother. I have not been to visit my wife during these 10 years because I am in debt and so cannot go back.

M-2353. I still owe Rs. 500 or Rs. 600. My father took the loan for my marriage and other expenses. How am I to know how much the loan was in the beginning ? The debt was partly incurred on account of my coming here. Since I came here a lot of debt has been incurred by my father for daily expenses.

M-2354. I get letters from home and I write home. I make boxes here ; my work is not regular ; when there is work to do I make Rs. 25 a month ; when there is less work I may make Rs. 12 a month.

M-2355. I do not live in the barracks ; I live in a village. My countrymen are there and I like to be in their company ; if they all came here to the barracks I should come too. I pay 4 annas rent ; I should not have to pay any rent here.

M-2356. It costs me Rs. 10 for food and Rs. 4 to 6 for clothing. I cannot go to my own country as I cannot maintain myself there. I have been working in this factory since I first came here.

Mr. J. C. HOPE, Acting Works Manager, Mr. T. B. GIBSON, Acting General Manager, Mr. H. McINTOSH, Chief Works Assistant, and Mr. E. M. SHELVERTON, Labour Welfare Superintendent, representatives of the Burmah Oil Company's Refinery Works, Syriam (Rangoon).

M-2357. *The Chairman* : Mr. Hope, would it be possible for you to prepare a note for us giving fairly fully the actual scope of the activities of your welfare officer ?—(*Mr. Hope*) :—Yes.

M-2358. Could we have 2 or 3 copies of his monthly reports and, if you have it, his annual report or a sort of summary of his work ?—Yes.

M-2359. I understand that your system here differs from the one at Yenangyaung : you have a welfare officer, but not a Labour Bureau ?—We have a Labour Bureau, but the two are quite distinct.

M-2360. The engagement of your labour is done through your office ?—Yes.

M-2361. Not through the Welfare Superintendent ?—No.

M-2362. Is his whole time occupied in attending to the general welfare including the housing of your 7,500 workers ?—Yes.

M-2363. He is moving about in the barracks : he has a bungalow detached from your general works, where anybody can approach him with any grievance of any kind ?—Yes.

M-2364. Every grievance of whatever nature is investigated by him ? —Yes.

M-2365. And such as seem to require further attention are brought to the notice of the Manager ?—Yes.

M-2366. And in that way you have been able to get rid of *baksheesh* being required for engagements and promotions and perhaps unjust dismissals. ?—Yes.

M-2367. For how many years have you had this Labour Welfare Officer ?—Eight years.

M-2368. You are fully satisfied as employers that he has been well worth the cost ?—Yes.

M-2369. Your people are more contented as their grievances, which may be small but very real to the individuals, have a chance of being heard and justly dealt with ?—Yes ; we are satisfied that is so.

M-2370. Has it had any noticeable effect on reducing your turnover, that is to say, the number of discharges ?—It is rather difficult to say, because we have been re-constructing our refinery recently and we have cut down our labour very considerably. I should say from my own personal knowledge and experience here that our men are more contented and stay on.

M-2371. I notice that you have, in the cause of efficiency, had to cut down your number of workers from about 9,500 to 7,500, but where you

had to dispense with the service of any men you have given them a month's wages *plus* the fare to return to their country ?—Yes. In all cases we have given them a month's pay in addition to what was due to them, to enable them to go back to their native places.

M-2372. I understand you have a special system of registration of workers, including both the thumb print and the photograph, and a system of recognized leave, so that they could go with an easy mind at the end of their three years' service for their three months' leave, feeling pretty sure that they could resume their occupation when they came back ?—They have three months' leave for three years' service.

M-2373. With an actual pledge of re-appointment ?—Yes.

M-2374. That is if they do not overstay their leave ?—Yes.

M-2375. And extensions are granted in proper cases ?—Yes.

M-2376. So that, in every way you do get a continuity of employment, which must be good both for you and the workers themselves ?—Yes.

M-2377. Could you supply the Commission with some samples of the cards actually filled up ?—Yes. (*Mr. McIntosh*) : There is also the Service Book which contains the identification marks.

M-2378. We have been told in some places that a system of registration which involved a thumb print and a photograph would be strongly objected to : has that been your experience here ?—Some of the men objected to it at first, with the result that we gave them certificates when they went on leave.

M-2379. Do you find the objection removed now, after a period of years ?—Yes. (*Mr. Hope*) : At the time we started the system of taking photographs, they went on strike over it for 11 days.

M-2380. Now they see that an advantage attaches to this registration and they willingly accept it ?—Yes.

M-2381. *Sir Alexander Murray* : The job on one of the cards is " Works No. P.-89 ". What would that job be ?—(*Mr. McIntosh*) : Wax packer. He packs wax in bags.

M-2382. How can you ear-mark it ?—It is the number which is really ear-marked.

M-2383. How many men have been in the job since 1922 ?—Six.

M-2384. And how many since 1924 ?—Five, on that number.

M-2385 That particular job had 5 men in 6 years ?—Yes.

M-2386. That is a big turnover ?—It does not represent turnover ; this merely records the men who worked on that number. Some of them were transferred to other numbers.

M-2387. *The Chairman* : Mr. Shelverton, I understand you at present house about 2,200 workmen ?—Yes.

M-2388. You are proposing to go further with that : what is your programme ?—(*Mr. Gibson*) : We have a scheme at our Dunneedaw installation, on the other side of the river. We are actually going ahead with it now, and we are going to build houses for 900 people out of 1,300, and there is a further scheme after that is completed. You have seen this morning the housing we provide in Syriam. We have acquired a piece of

land, and it is our intention to provide housing accommodation slowly as the men came into it. Our difficulty in the past has been to get the men to come into our housing.

M-2389. We were told just now by a man that he preferred to pay rent in the village, rather than come into your barracks, because his friends lived there, and that if they came along, he would also come in ?—I do not think we can provide for an unlimited number of friends. We do not object to the men bringing their friends on a two days' visit ; they can have 5 per cent. of the total number actually living there waiting for employment.

M-2390. With regard to the Indians who come for three years and then go home for three months, is there any possibility of their bringing their wives with them, if accommodation was provided ?—I do not think so.

M-2391. You have referred in your memorandum to the prevalence of venereal disease, owing to the disproportion of the sex ratio : you have no policy on that point ?—(*Mr. Hope*) : No. We provide a few quarters for married people. (*Mr. Gibson*) : The policy has been that if the Indians themselves showed any desire to live with their families, we would put up more married quarters. Where we have numbers of married people, we do put up quarters for them ; we do not wish to get ahead of the demand. But I would not like to say definitely that if every labourer was married and all of them brought their families, it would be possible to cope with the situation. Indian labour so far has shown no inclination to bring their wives with them, and therefore we have not really made any provision for them. If they did bring their wives, then the Company would have to consider it. Their general policy would be to house a considerable number of their married employees.

M-2392. If they were willing to do so, you would like to accommodate them ?—If there were Indians bringing their wives, we should then consider putting up married quarters for them.

M-2393. Mr. Shelverton, from your experience of the past 7 or 8 years and your close contact with these people, could you give us the reason why they do not wish to bring their wives and children over here ?—(*Mr. Shelverton*) : That has been the custom for many years now ; they have never done it in Burma. They leave their wives in India and come over here as single men.

M-2394. Is the reason because they have land ?—They have land in their country, and they want that land looked after.

M-2395. We came across a case just now of a man who had been here for 12 years ; he had a wife in the country, and had not been home during the whole of that period : that seems rather an unhappy kind of case. He admitted to us that it was because of his heavy debt ?—Very likely that is the case.

M-2396. On the question of debt, from your intimate experience of the workers here, could you suggest to us any steps that might be taken to relieve the unhappy position of indebtedness of many of them ?—We have a credit and loan society here, and we have been persuading the men to join it.

M-2397. Has it been a success ?—(*Mr. Hope*) : This society was started in 1921 with 10 members and a capital of Rs. 75. It has now 1,121 members with a capital of Rs. 2,02,540.

M-2398. Does that show what has been put in by the men ?—Yes.

Is it not the case that they are always wanting to draw on it but never willing to pay in ?—They must put in the money. They become members by paying anything from Re. 1 a month.

M-2399. *Sir Alexander Murray* : What is the amount of your advances ?—The money is continually circulating. I have not got a note of that, but I have a copy of the list and value of the loans for the past year. I am informed that present loans amount to one lakh ; the balance is invested in Government paper.

M-2400. Do they go on repaying or accumulating ?—They repay by monthly instalments.

M-2401. *The Chairman* : When a man joins the co-operative loan society, does it free him entirely from the money-lenders : do they clear off all their debts ?—They are not supposed to go to a money-lender after having joined the society ; that is one of the rules. In most cases, after joining they have cleared off their debts.

M-2402. *Sir Alexander Murray* : How do you pay off the money-lenders ?—We advance the money to pay off the money-lender.

M-2403. *The Chairman* : You do not yourselves call the money-lender and compound with him ?—No ; one of the members of the Committee does it.

M-2404. *Mr. Birla* : To what extent can a man get an advance ?—Three months' pay according to the rules, but the committee have discretion in the matter.

M-2405. Has it to be guaranteed by some means ?—Either that or subscriptions in the society.

M-2406. *Mr. Tyabji* : When a man leaves your-service, how does he get back his subscription ?—He resigns his membership, and everything that is due to him is paid to him.

M-2407. *The Chairman* : A considerable number of the members will be clerks ?—Yes, a good many.

M-2408. So that, it really hardly touches the bulk of the workers on Rs. 30 a month ?—No. We have some of that class as members, but their percentage is small.

M-2409. *Mr. Birla* : What happens to the money when a man is dismissed for negligence or some other reasons ?—He gets his money back. It has nothing to do with the Company. The society is run by a committee of the workmen themselves.

M-2410. Under no circumstances is the money forfeited ?—Never.

M-2411. *The Chairman* : Do you have any attachments of courts against your wages ?—Yes, occasionally.

M-2412. Could you tell us how many you have outstanding at the present moment, with the deductions that are being made from the wages ?—As a matter of fact we made a rule some time ago that if a man had an attachment made of his wages, he would be dismissed from the Company's service, unless he took steps to have the attachment removed.

M-2413. We heard of that on the oilfields : the same rule applies here ?—Yes.

M-2414. The purpose of that rule is to give the worker a larger power of resistance ?—(*Mr. Gibson*) : Some years ago we found out that there were a lot of clerks who were in debt, and we were getting showers of attachment orders. We instituted an enquiry, found out how the position was, relieved them of those debts against their provident fund, and told them that we would not stand the position again ; we pay them a good wage and we expect them to keep out of debt.

M-2415. Is the rule strictly enforced ?—To my knowledge yes. There are practically no attachment orders, and but for that rule there would be a larger number.

M-2416. I take it as employers you object to being made debt collectors ?—Yes, and we do like our staff to be in that unfortunate position. (*Mr. McIntosh*) : It discourages the money-lenders here.

M-2417. I suppose, if the law was altered so that the man's earnings could not be attached, that would discourage the money-lender from leading a man into so much debt. As employers, you would be in favour of that law being general ?—Yes.

M-2418. *Mr. Cliff* : Why did you change from 10 hours a day to 46 hours a week ?—(*Mr. Hope*) : Because there has been a great deal of labour trouble in India, and we wanted to be ahead of the times.

M-2419. You have had no difficulty with shorter working hours ?—No.

M-2420. I notice that the shift workers work 7 days, 8 hours a day : is there any difficulty about them having a weekly rest ?—As a matter of fact the question was discussed before the Chamber of Commerce two or three years ago, and on behalf of the Burmah Oil Co. I made some enquiries among our men and they said they had 16 hours out of 24 for rest, and they did not want a holiday. It meant less pay and the men would go to Rangoon more frequently and spend their earnings there.

M-2421. Is there any practical difficulty from the point of view of the employers ?—It simply means that we employ more men, although we would not pay more wages. We have that system in some Departments as it is, where day shift only is worked.

M-2422. Can you tell us what your exemption is ? You say " Complete holiday of 24 hours not possible under Works method of changing shift ". What is that method ?—(*Mr. McIntosh*) : The Factory Act says that at change of shift the men may work 16 hours in the 24, provided that at the next periodical change of shift he gets 24 hours off. Under our method, 2 shifts get 16 hours off each and the third shift 12 hours off.

M-2423. Under that system, the maximum is 16 hours, and for every change of shift out of 3 he obtains 12 hours ?—Yes.

M-2424. *The Chairman* : It has been suggested to us that it would be better for the workers if the Factories Act made provision for the 24 hours being from 6 to 6 if desired, instead of being necessarily from midnight to midnight : have you any view on that ?—(*Mr. Hope*) : It would make no difference to us, as far as the process is concerned ; one will be as good as the other.

M-2425. *Mr. Cliff* : It is stated in your note that the Labour Welfare Officer investigates complaints in connection with matters arising

out of employment : can he make representations in respect of grade of labour, wages, or anything of that kind ?—No. He will act in a case of alleged wrongful dismissal.

M-2426. He cannot deal with conditions of labour ?—No.

M-2427. What is the attitude of the Company towards trade unions ? Would you oppose trade unions being instituted here ?—No.

M-2428. I noticed that you have boards here saying " Trespassers are prosecuted ". What facilities do you give to friends of labour coming into the barracks ?—Would a trade union organizer be allowed to work in the barracks ?—(*Mr. Gibson*) : Our desire about trade unions is that they should be properly organized and registered. At present there is no trade union organization here in the way that you have at home. Provided they are properly organized, we are quite prepared to work in with any trade unions and to give facilities to the organizers to go to the barracks, or anything else.

M-2429. What are the headman's duties in the barracks ?—(*Mr. Shelverton*) : He has to see that the barracks are kept clean. He has to look to the behaviour of the men, and where necessary he makes a report.

M-2430. Are the headmen working in the refinery ?—They all work in the refinery. They get extra pay for that, and they get home leave with pay.

M-2431. How many beds are there in the Syriam hospital ?—(*Mr. Hope*) : There are 52 beds and the average daily attendance is 70 patients.

M-2432. You contribute one-third of the cost ?—Yes.

M-2433. *Sir Alexander Murray* : You have no *maistries* in the accepted sense of the term ?—No, except for a few river workers.

M-2434. Who handles your stuff at the jetties ?—Our own coolies.

M-2435. *Mr. Clow* : Why did you change your system of recruiting your women workers through contractors to one of direct recruitment ?—Because they were being sweated.

M-2436. You found that otherwise they would get more wages ?—Undoubtedly.

M-2437. *The Chairman* : Was there any increased cost or economy to the Company ?—No.

M-2438. Was the work done as well and as cheaply ?—Yes.

M-2439. With much better conditions for the worker ?—Yes.

M-2440. You are in favour of direct employment wherever practicable ?—Yes. In 1919 we abolished the *maistry* system of recruiting entirely. Our men are now employed directly through the Labour Bureau. We do not recognize the *maistries* now for recruiting purposes ; the men come themselves.

M-2441. *Mr. Clow* : What happened to the *maistries* ? Did they strike ?—No.

M-2442. *The Chairman* : You put them into the position of supervisors only ?—Yes. We never paid our men through the *maistries* as they do in Rangoon. But the *maistries* brought the men and no doubt took bribes for bringing them.

M-2443. Are you confident that there is no bribery going on now ?—I will not say that there is no bribery ; there may be, but we of course do not countenance it, and therefore the men resist attempts to extract money from them.

M-2444. Mr. Shelverton, you tabulate all the grievances, however small, that reach you, every month ?—Yes.

M-2445. Could you let us have copies of three of your monthly reports ?—(*Mr. Shelverton*) Yes.

M-2446. Could you tell us about how many complaints or matters you have to deal with in the course of a month ?—25 to 30.

M-2447. You call them grievances ?—Yes.

M-2448. What proportion of those come under different subjects ?—Five will be illegal or wrongful discharges ; about 2 will be about *maistries* asking for bribes, and the others would be about quarrels with other men and domestic troubles.

M-2449. Do you tabulate those for a year ?—No. I just have monthly reports. At the end of the year I make out a tabulated form showing how many cases I have investigated of complaints from workmen regarding dismissal, etc., and quarrels and disputes amongst the workmen.

M-2450. If a complaint made to you is, in your opinion, a just one, you are in a position to be the advocate of the worker as against the Company ?—Yes.

M-2451. You find the Company in nearly all cases is ready to accept your view as to the justice of the complaint ?—Yes.

M-2452. Therefore, as far as your knowledge goes, there are no complaints left without a remedy ?—That is so.

M-2453. *Mr. Ahmed* : You have expressed your sympathy with trade unionism and you tell us you have eliminated the *maistries* and contractor system ; why is it that your Company do not follow your example at Yenangyaung ?—

Mr. Cliff : The evidence at the oil field was that they were in favour of and welcomed representations from a proper trade union.

M-2454. *Mr. Ahmed* : With regard to engaging labour do you follow the same principles as are followed at Yenangyaung ?—(*Mr. Gibson*) : Not quite ; there are differences to suit the conditions under which we are working. We do not recruit through *maistries* either here or at the oil field and we have nothing to do with contractors. We work through a labour bureau. Certain work is given out to contractors up there, but it is given out definitely to contractors ; it has nothing to do with the *maistry* system.

M-2455. *Sir Alexander Murray* : Have you any seasonal work here or is it always steady employment ?—Always steady employment.

M-2456. *Mr. Ahmed* : You have *sardars,* have you not ?—Men are chosen to be headmen of the various barracks ; they are responsible for

the cleanliness and order in the barracks. A headman may be anybody : he may be a tindal or the commonest coolie. He is a monitor in the barracks ; he has no control over the men at their work. In addition to his wages he is paid Rs. 5 a month by the Company.

M-2457. *Sir Alexander Murray* : Are you working full time in the refinery ?—Yes, always full time. We are not working full time in the candle factory.

M-2458. Is that why there are fluctuations in the wages earned ?—Yes.

M-2459. How do you estimate the wages of the candle factory ?—It is an average wage for the last 3 months of 1928 when we were working full time.

M-2460. *Mr. Ahmed* : Do these *sardars* receive a salary of from Rs. 120 to Rs. 150 ?—No, they only get Rs. 5 a month paid by the Company in addition to their wages.

M-2461. What are their wages ?—Their wages may be anything ; a man may be getting 15 annas a day and receiving this extra Rs. 5 a month.

M-2462. One of these *sardars* told me he got Rs. 120 to 150 a month ?—You must have asked one of the headmen who happened also to be a tindal ; for instance, Woyce Din, who is a tindal, gets Rs. 90 a month pay and another Rs. 5 for headman at the barracks, which makes it up to Rs. 95.

M-2463. A worker in the candle factory told us he had been working there for 12 years, during which time he had not seen the face of his wife ; he said he could hardly maintain himself. If these people were given residential quarters, they could bring their wives ; but you say : Let them bring their wives first and then we shall consider about residences for them ?—We already have some married quarters. We watch the tendency of our labour and keep just ahead of the demands they make on us. We have 13 families at present living here.

M-2464. *Mr. Tyabji* : Are your *khalasis* treated as skilled workmen with reference to provident fund and similar matters ?—(*Mr. Hope*) Yes, all men earning not less than Rs. 30 a month are eligible for the provident fund.

M-2465. Do not a large number of these *khalasis* earn less than Rs. 30 ?—(*Mr. McIntosh*) The lowest pay of the cargo boat *khalasis* is 15 annas a day ; they draw about Rs. 28 or Rs. 29 a month and therefore would not be eligible for the provident fund. The launch men earn over Rs. 30 a month. (*Mr. Hope*) Men getting Rs. 1-3-0 a day (26 working days per month) or Rs. 30 a month are eligible.

M-2466. Although these *khalasis* are skilled workmen, they do not enjoy the benefits of a skilled workman ?—(*Mr. Gibson*). It has nothing to do with being a skilled workman ; it depends on the wages.

M-2467. Is there any reason why the provident fund should not be extended so that men earning less than Rs. 30 could join if they wished ?—We have looked into the matter and we think it is best that the provident fund should be restricted to men earning not less than Rs. 30. Speaking

generally, I do not think that men earning less than Rs. 30 desire to join ; in fact, I think it would be a hardship for them to do so. They cannot afford it.

M-2468. *Mr. Birla* : In view of the fall of the prices of commodities, would it not be better to make Rs. 25 the limit ?—If the Commission are of that opinion, I have no doubt my directors will be quite willing to enquire into it. (*Mr. Hope*). From the accounting point of view, it is difficult to have a migratory coolie in the provident fund.

M-2469. *Mr. Tyabji* : The labour policy at Syriam is different from that at Yenangyaung ?—(*Mr. Gibson*). Yes, in some points.

M-2470. For instance, they give 6 holidays a year with full pay, whereas you only give 3 ?—(*Mr. Hope*) Possibly that is due to the fact that we employ a different kind of labour. The labour at Yenangyaung is mostly Burmese ; in the fields they must cater for the Burmese as being the predominating race. (*Mr. Gibson*) Our labour rules on the fields were arrived at as a compromise amongst other complaints after a strike.

M-2471. Do you want a strike to make you increase the number of holidays here ?—No, certainly not. We could do it, but the men are perfectly satisfied.

M-2472. At Yenangyaung they have a works committee, whereas here you depend solely on your Labour Superintendent ?—(*Mr. Hope*) Yes.

M-2473. Do you not think it would be an advantage to have a works committee here ?—We did attempt to establish a works committee here at one time, but the attendance was so poor that it was not worth carrying on.

M-2474. Possibly that was because the members were nominated ?—No. (*Mr. Gibson*) At Yenangyaung an elected committee is in an experimental stage and we have not had time yet to profit by their experience. We should not have any objection to it if the workers showed any desire for anything of the kind. (*Mr. Gibson*) : Here we have so many different kinds of labour, whereas at Yenangyaung the jobs are more scattered. We do not need a committee here.

(The witnesses withdrew.)

BURMA.

Eleventh meeting.

RANGOON.

Thursday, 6th November 1930.

(Afternoon.)

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
U AYE MAUNG.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

Mrs. TE TE LUCE, *Lady Assessor.*

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. A. B. MALLETT, Asstt. Manager, British India Steam Navigation Company, and Mr. J. C. TRELEAVEN, Cargo Superintendent, British India Steam Navigation Company, representatives of Messrs. Bulloch Brothers, Ltd., Agents, British India Steam Navigation Company Ltd.

M-2475. *The Chairman* : Has your Company for a long time past worked by means of this organization of a Cargo Superintendent instead of contracting with a stevedore ?—(*Mr. Mallett*) It has been the practice in all of the chief ports in India with our Company including Rangoon.

M-2476. What percentage of traffic of the port of Rangoon does your Company handle ?—Our Company handles 40 per cent. of the total tonnage of ships and about 30 per cent. of the actual cargo, excluding coal and oil.

M-2477. *Mr. Cliff* : Would you give us an idea of your labour turnover throughout the year—in the busy season and the slack season ?—In the busy season between January and March we employ on an average about 80 gangs of 15 men each—about 40 gangs each day and 40 gangs each night. It is equivalent to 600 men each day and 600 men each night. In April when the busy season is gradually closing we employ on an average about 35 gangs each day and about 35 gangs each night, which is equivalent to 525 men each day and about the same number each night. In the slack season from May to December we have much less ; we employ on an average only about 22 gangs each day and about 22 gangs each

night, which is equivalent to 330 men for each day and about the same number each night. Thus we range from about 80 gangs in the busy season to 44 gangs in the slack season.

M-2478. Is there no variation in the number of gangs you employ each day in the busy season or in the slack season ?—Yes. But the variation is not so frequent in the busy season as in the slack season as the steamers work almost continuously in the former. The variation in the busy season would be from say 75 to 90 gangs per day and night and in the slack season from 40 to 54 gangs per day and night.

M-2479. Your peak during the slack season is 22 gangs, *plus* 5 gangs in reserve ?—Yes, per day.

M-2480. Are any of these gangs permanently employed by the Company ?—No, they are all casual labour.

M-2481. When you come down from 40 gangs to 35 gangs and then to 22 gangs do you give any priority of employment to those who have been longest with you and so on ? Do you keep any record of the service of the men ?—No. I think many of the labourers come over here just for the busy shipping season between January and March|April and leave in May. They generally stay here for three busy months and one slack month and then go away.

M-2482. Is it your belief that the men come here for the busy season, work for three months and then go away ?—Yes, many of them do. Very many of them. The rest stay for 15 months, to get two busy seasons and one slack season.

M-2483. *Sir Victor Sassoon* : Very many of them ?—How many would they be ?—I think about 400 to 600.

M-2484. *Mr. Cliff* : What does it cost them to go to and fro ?—Single fare is Rs. 9-8-0. Then there is the tax of Rs. 2 on passengers leaving Rangoon.

M-2485. Do you notice any variation in the personnel of your gang *maistries* ; are they pretty regular or permanent ?—(*Mr. Treleaven*) They are fairly regular ; they do not change much.

M-2486. *The Chairman* : Does the gang *maistry* pay his labourers immediately after he receives the wages from you, or does he wait till the next shift comes along ?—I think he pays immediately after. If there were any delay we should probably have complaints about it.

M-2487. *Mr. Cliff* : Do you expect any practical difficulties if you wanted to pay wages direct to the labourers ?—Yes, I think there would be many difficulties. We once tried to pay the Burmese labour direct. I began to pay the coolies individually. Before I paid four or five coolies the foreman of the gang came along and argued and this man was not in the gang and that man was not in the gang and so on. Naturally I had to ask several other labourers before I made sure whether a particular man was really working in the gang or not, because I had no list giving the names of the persons working in the gang, being casual labour.

M-2488. *The Chairman* : You had several men slipping into the queue to draw wages without doing any work ?—Yes.

M-2489. *Mr. Cliff* : Had you to pay additional wages on account of these extra men ?—No, but the difficulty was to confirm which men had actually worked in each gang.

M-2490. With regard to overcrowding in tenement houses occupied by labourers, do you think that the labourers could get additional accommodation if they wanted to ?—(*Mr. Mallett*) No, I do not think they could get it in the busy season, as Rangoon is very crowded then.

M-2491. What is the kind of legislation which you contemplate in order to prevent overcrowding ?—My predecessor wrote the memorandum. In view of my previous remark, I do not see what legislation can be introduced.

M-2492. When you have about 40 gangs employed in the busy season, how many shifts would each gang get in a month ?—I think each gang would get from 22 to 25 shifts a month, so each labourer would earn from Rs. 38-8-0 to Rs. 42-12-0 at the rate of Rs. 1-12-0 a day. We endeavour to rotate the gangs so that one gang may not get a great deal more than another gang.

M-2493. How many shifts would each gang get in the slack season when you have only about 22 gangs working ?—During the slack season the men do not get so many shifts. I think they would average 14 or 15 shifts in a month, that is each man would earn from Rs. 24-8-0 to Rs. 26-4-0 in a month.

M-2494. *Mr. Birla* : Do you recruit all your labour in Burma or a part also in India ?—We do not recruit any labour in India. The head *maistry* and the gang *maistries* make up their gangs from labour available in Burma.

M-2495. Has your Company got some agents in India to recruit labour and do they get commission for such work ?—We have no agents for recruiting labourers ; we have recruiters in the Coromandel Districts to recruit and assist Deck passengers.

M-2496. What is the object of your having agents to recruit passengers ? If a man wants to come to Rangoon will he not find his way to your steamers ?—When the system was originally started the intention was to assist the coolies living far away from the coast to reach our ships and also to encourage them to migrate to Rangoon. But now the recruiters simply assist the coolies to the coast and in connection with their passages.

M-2497. *The Chairman* : Have those agents anything to do with their subsequent employment ?—No.

M-2498. *Mr. Birla* : What is the total number of passengers recruited through your agents in this way ?—I do not know ; we are only Agents in Rangoon. Perhaps the Calcutta Managing Agents might be able to give you the information.

M-2499. What commission is paid to these agents for recruiting passengers ?—I do not know.

M-2500. When there is so much of unemployment in Burma among the working classes, why does your Company encourage people of the working classes to come to Rangoon ?—As stated before, the Recruiters assist coolies wishing to come to Rangoon.

M-2501. Since your agents are paid a commission on the basis of the number of passengers recruited, is it not possible that they might adopt objectionable methods to induce people to go to Rangoon without caring whether there is any chance for their employment here or not ?—If objectionable methods were employed the Company would soon hear of it and put a stop to it.

M-2502. With regard to payment of wages to the labourers do you make yourself sure that the *maistry* does not employ less than the stated number of men in the gang and appropriate some portion of the wages to himself ?—We have a supervisor on board the steamer who makes out the pay roll, the Chief Officer of the ship signs it and then it is checked by the head *maistry* and the head clerk. We have thus four checks and it works all right.

M-2503. How are the wages that you pay the head *maistry* distributed among the head *maistry*, the gang *maistry*, and the gangmen who are the real workers ?—The head *maistry* is on a fixed pay of about Rs. 70 a month. The gang *maistry* is paid Rs. 2-1-0 a day for the days he works. The coolies are paid Rs. 1-12-0 a shift. In addition to these there is a custom in Rangoon by which there is always one man short in the gang. When I ask for a gang of 16 men, the *maistry* will supply only a gang of 15 men. The pay of the 16th man is divided between the head *maistry* and the gang *maistry*. This custom has been in force for many years, and is the custom of the port.

M-2504. *The Chairman* : Are you sure that the *maistries* do not get any other perquisite in addition to half the pay of the 16th man ?—Yes.

M-2505. Would there be any difficulty in adding that customary payment to the salary of the head *maistry* and the gang *maistry* and getting rid of this fiction of the 16th man ?—(*Mr. Treleaven*) There will be difficulty, because the gang *maistry* is not a permanent man. He is only a casual labourer.

M-2506. If there were only 14 men instead of the customary 15, how would you find it out and what would you pay ?—The bill is checked by the Supervisor and Chief Officer on board and if there were only 14 men we would pay only for 14 men, *plus* of course one extra, as customary.

M-2507. *Mr. Birla* : Is this custom of having one man short in a gang universal for all kinds of cargo, or does the number vary with different kind of cargo ? For instance, it has been suggested that in the case of tiles, if a gang is expected to have 20 men they will have only 17 and the *maistries* will pocket the wages of the three men who are not employed. What is the actual practice ?—(*Mr. Mallett*) The total number of the gang depends on the kind of cargo handled, but it is always only one short, whatever the kind of cargo handled.

M-2508. Not shorter than that ?—No.

M-2509. Does not the *maistry* pay the workers less than what he receives from you as wages for the workers ?—If the *maistry* paid the labourers less than what he got from us on their behalf, we should have heard complaints about it. The *maistries* very often pay in the office itself.

M-2510. Have the labourers ever complained to you about such practices ?—No.

M-2511. Have you come across the interesting document which was filed as an exhibit in the Court of the Additional District Magistrate in Rangoon in 1925, relating to the partnership between Yellamilli Narayanaswami and Ramdevu Audinarayana who were working as contractors to your Company ? It was stated in the exhibit that

(1) Whilst according to the order of the Company there should be 17 persons for a gang for every ship having a cargo of bags, we will send 15 deducting the remaining two persons' profit accruing by such deduction.

(2) Whilst according to the order of the Company, there should be 20 persons for a ship having a cargo of tiles, we have been sending 17 deducting the wages of these remaining persons in respect of each gang aforesaid.

(3) Whilst there should be 8 winchmen for every steamer we have been sending four deducting the wages of the remaining four persons in respect of the above.

(4) Whilst the Company was giving Rs. 1-13-0 for every gang *maistry,* we have been paying Rs. 1-8-0. In addition to the sum of annas five thus saved in respect of every *maistry,* the sum of Re. 1 of every bill.

Was your attention drawn to these very serious allegations ?—Neither Mr. Treleaven nor I was in Rangoon in 1925.

M-2512. Was any action taken by the Company as a result of the allegations made in the document ?—I do not know. I will have to look up the case.

M-2513. Is the state of affairs the same now as it was in 1925 ?—No. If such a state of affairs existed now we should certainly have complaints about it.

M-2514. *Mr. Clow* : Do you recruit any seamen here ?—No, all our seamen are employed in Calcutta.

M-2515. Suppose a seaman fell sick, how would you make up the shortage ?—We have always a number of ships in port and we can transfer men on similar articles from one ship to another with mutual consent, or replace them from Calcutta.

M-2516. Do you employ one stevedore ?—Yes, occasionally we give a ship to Mr. Harikrishna Pillai as he has been very helpful to the Company on various occasions.

M-2517. Not because you need him, but because of past services ?—Yes, it is done in recognition of past services.

M-2518. Do you deal with cases of workmen's compensation here ?—Yes, but through the local Commissioner for Workman's compensation.

M-2518-A. Are you correct when you say that your hours are ten a day ?—There is a mistake in the memorandum. The hours are from 6 A.M. to 5-0 P.M. and again from 6-0 P.M. to 5-0 A.M.—11 hours a day.

M-2519. Has it always been so or has it altered since the memorandum was written ?—It has always been so.

M-2520. Is there any rest interval in the middle of the day ?—No, there is no fixed rest interval. The gang goes on working all the time cargo is alongside, but two or three men go off for food and rest in turns.

M-2521. Suppose the work was unfinished at 5 o'clock, what would happen ?—It is continued by the next shift which comes along at 6 o'clock.

M-2522. Would there be any difficulty if you allowed them to take their rest interval in shifts at fixed hours, some at one time and others half an hour later and so on ?—Yes, because that would delay the loading of the ship. Even now they get a lot of intervals, for meals and rest, whilst slings are being made up in the cargo boats or on the wharf and whilst empty cargo boats are being shifted and full ones being got into position alongside the ship's hatches.

M-2523. Do you not think that work of this nature is too taxing to do all day long in a climate of this kind ?—The men do not work continuously for 11 hours. Though they are on the ship for 11 hours they may not work for more than five or six hours. It depends on the arrival of cargo.

M-2524. *Sir Alexander Murray* : How many gang *maistries* have you got on your register ?—About 90.

M-2525. Would you give us a statement showing the total number of *maistries* that you have and the total number of shifts worked in a year so that we might see how many shifts each *maistry* gets in a year.—Yes I can let you have one.

M-2526. How do you see that the work is shared fairly among all the *maistries* and that one *maistry* does not get a great deal more than another ?—(*Mr. Treleaven*) : Generally I leave it to the discretion of the head *maistry*. But if I find from the labour bills of the *maistries* that one *maistry* is getting more than another in one week I adjust it next week and as far as possible see that the work is shared evenly among all the *maistries*. But when *maistries* show very good results this is taken into consideration to enable us to keep labour up to a high standard such as is very often required on mail steamers, which have a limited stay in port and have to sail to schedule.

M-2527. You said that the head *maistry* gets a fixed pay of something like Rs. 70 a month. You also said that he gets half the wages of the extra man in each gang. Suppose you have 80 gangs working during the busy season the head *maistry* will get the wages of 40 men or Rs. 70 a day in addition to his monthly pay ?—Yes.

M-2528. Rs. 70 a day is a very big sum ?—(*Mr. Mallett*) : That could be used as a very good argument that the *maistry* does not " bleed " the coolies.

M-2529. *The Chairman* : It is a method of evading income-tax ?—I hope not.

M-2530. Would it not be better to abolish that system and have the payment direct instead of this indirect payment ?—That could be considered. It would, however, be preferable for stevedores and the Company to have the same system.

M-2531. *Sir Alexander Murray* : Could you send us a statement showing in parallel columns the number of men you employ and the number employed by any other stevedore here in Rangoon for doing exactly the same type of work ?—I will endeavour to do so.

M-2532. I take it that the rates of wages you have given in your memorandum are the old rates before the strike occurred ?—Yes.

M-2533. Will you tell us in what way you were affected by the strike ?—The *hartal* was declared on Monday night. On Tuesday morning we worked a certain number of ships and a few more that night. On Wednesday morning we were working fairly freely. On Wednesday night one of the stevedores increased the rate by 4 annas and on Thursday morning all the shipping coolies went on strike.

M-2534. *Sir Victor Sassoon* : You said in answer to Mr. Cliff that your peak load in the busy season would be about 1,350 men including your spare men and in the slack season it would be about 735 men *plus* about 5 spare gangs. That makes a difference between your busy season and your slack season of about 600 men. How many of those 600 do you think go back to their country in the slack season ?—It is very difficult to answer that question as we keep no record of such casual labour. But, as stated before, I think about 400 to 600 go back to India after a busy season.

M-2535. I suppose there is a way by which you could make a guess. If the whole 600 men went home there would be as many days work in the slack season per man as in the busy season. But you have not got that ; you have only got 14 to 16 days instead of 22 to 25. In view of the fact that you are only having 14 to 16 days and in view also of the fact that even in the slack season your requirements are more stable and more evenly spread than other people, are not you really in a position in the slack season to cut down the number of gangs that you use so that you could employ your 735 men for more days ?—The *maistries* recruit and control the gangs. We have about 90 *maistries* and endeavour to give each a fair share of the work. If, in the slack season, a *maistry* has not his original full gang formed at the commencement of the busy season, owing to some of the men having returned to India, he presumably borrows men from other *maistries* to get a full gang whenever he is offered a shift.

M-2536. What I want to suggest is that if you could decasualize a part of your labour by encouraging a certain number to go home you would be giving more wages to those who remain and you would be helping the housing problem in the monsoon when they cannot sleep out in the roads and have to sleep under cover in a very restricted accommodation ?—I do not see how the Company could decasualize a part of such casual labour under *maistries*. If the men want to go home after the busy season they go ; if not they stay and endeavour to get work from either ourselves, stevedores or mills.

M-2537. If 600 of your people went home the rest would be employed for about 22 to 25 days whether in the slack season or in the busy season ?—Not necessarily, with 90 *maistries* taking turn and turn about.

M-2538. Although you call it casual labour, I take it that a large number of your workers will be working more or less regularly for your gang *maistries* ?—Yes, that is so, generally speaking.

M-2539. So that if you could devise a method by which 600 of your men, or let us say a percentage, 4 or 5, went home before the monsoon

you would be paying the balance something nearer the busy season wages than you are to-day ?—My contention is that quite a number of them go home of their own accord.

M-2540. The figures rather show that they do not ?—No record is kept by us, as the labour is casual.

M-2541. Let us take your own labour. You said yourself that you decrease the number of gangs in the slack season. I am suggesting that you should decrease it a little more. Instead of decreasing it from 80 to 40 you can decrease it from 80 to 30 and employ those 30 more or less regularly which would encourage them to go home and thus make the housing problem less difficult ?—The Company does not decrease the number of gangs. It employs less gangs in the slack season, according to its requirements than in the busy season, the work being divided between about 90 *maistries*. I do not see how your suggestion could be carried out the labour being casual.

M-2542. *The Chairman* : Your present policy is to spread the work over the number that remain ?—Yes.

M-2543. *Sir Victor Sassoon* : On what principle do you decide as to which gang *maistries* should be kept on and which should not in the slack season ?—Some of the gang *maistries* themselves go home and as far as possible the work is spread over between the others.

M-2544. I thought that the number 40 given by you was a fixed number ? If the number depends upon those who leave then you will have 80 gangs if none of your gang *maistries* leave and only 40 if half of them leave. Will you tell us how you arrived at the figure 40 ?

The Chairman : On what principle do you reduce your gangs from 80 to 40 as between your busy season and your slack season ?—(*Mr. Treleaven*) : There is no principle. The position is as explained by Mr. Mallett.

M-2545. *Sir Victor Sassoon* : It just happens that half of them do regularly go home ?—I should think so.

M-2546. *Mr. Ahmed* : I understand that there is unemployment among the labour class and that the question of employing a labourer is entirely in the hands of *maistries* who go to India for the purpose of recruiting men ?

The Chairman : We have been told that they are all recruited here in Rangoon and that *maistries* do not go to India to recruit.

M-2547. *Mr. Ahmed* : You think that gang *maistries* get their supply of labour here and that they do not go to India to recruit ?—(*Mr. Mallett*) : That is so, as far as I know.

M-2548. I take it that it is not your concern to see whether the *maistry* gets his supply of labour from India or from here ?—The head *maistry* and gang *maistries* form the gangs from labour in Rangoon.

M-2549. I suppose the head *maistries* are selected by you ?—Yes, the head *maistry*, we have only one head *maistry*.

M-2550. These head *maistries* are much better off than the labourers, are they not ?—Yes.

M-2551. Does the head *maistry* look after the messing of any of the men under him ?—(*Mr. Treleaven*) : I do not think so.

M-2552. *Sir Victor Sassoon* : Does the gang *maistry* arrange for their messing ?—I think quite a lot of them live together ; in many cases the whole gang live together.

M-2553. The gang *maistry* might arrange for their messing ?—I should not be surprised at all if he did it.

M-2554. *Mr. Ahmed* : Who looks after these labourers when they are sick ?—(*Mr. Mallett*) : If they have an accident on board we send them to the General Hospital ; if they are sick they can go to the General Hospital. We have a Company's doctor also for the Indian shore staff by the name of Dr. Choudhry, to whom any one can go.

M-2555. May I know whether Dr. Choudhry attends on your staff at the work spot or in his own private place ?—(*Mr. Treleaven*) : In his own private place, or on board in the case of an accident necessitating a doctor's presence.

M-2556. Who are the people that can go to him for treatment at your charge ?—Any one who takes a chit from any of our Chief Officers that the injury was caused during the course of work. In other cases of sickness the man has to pay his own bill or otherwise go to the General Hospital which is free.

M-2557. *Mr. Cliff* : There is no medical attention during sickness ?—Only as just stated.

M-2558. *Mr. Ahmed* : Do these people get any recognized leave ?—(*Mr. Mallett*) : No, they are all casual labour.

M-2559. Are they entitled to any pension ?—No.

M-2560. I take it that there is no direct relationship between you and the labour ?—We know some of the coolies' faces. We know that a good many of them do work more or less regularly for us. Any coolie can approach the Cargo Superintendent or Assistant Cargo Superintendent on any matter.

M-2561. The coolies names are not registered in your books ?—No.

M-2562. *Mr. Tyabji* : I think you said that the lowest number of people you employ during the slack season is about 600. Is it not possible for you to employ these 600 permanently throughout the year ?—That is a question which could be considered. It is one which does not rest with me but with the Managing Agents at Calcutta. It is practicable, I think.

M-2563. If you did that it would greatly decrease casual and seasonal unemployment, and those men who know that they would not get employment during the slack season would either try to get work elsewhere or go home ?—It would assist in that direction.

Sir Alexander Murray : Only so far as the B. I. S. N. Co.'s labour is concerned.

M-2564. *Mr. Tyabji* : If you had to employ them permanently then the question of difficulties of direct payment would disappear ?—We could make direct payment to anyone employed permanently.

M-2565. *Sir Victor Sassoon* : Probably you would get men at cheaper rate if you were to engage them permanently ?—Yes, I think so.

M-2566. *Mr. Tait* : Is it not a fact that on some days of the week you would have employment for only a number of your total labour force while on other days of the week you would require almost double that number ?—Permanent labour could only be considered for our minimum requirements.

M-2567. *Sir Victor Sassoon* : You count on a minimum of about 600 ? —That is only a rough estimate. I should have to consider the figure and position more carefully.

M-2568. *Mr. Tyabji* : Did you not have quite a number of fatal accidents on your boats this year ?—Three Burmese coolies were killed, and there was a drowning case. There may have been other cases which I do not recollect for the moment.

M-2569. From the Government report I find that you had six fatal accidents and one temporary disablement. May I enquire whether you pay compensation in such cases ?—Yes, all cases go through Mr. Page, who is the Commissioner for workmen's compensation.

M-2570. In your ships have you had any fatal accidents with regard to gassing in holds ?—We had one.

M-2571. What action was taken in regard to that ?—It was immediately reported to the Police and to the Port Health Officer.

M-2572. Was any action taken to prevent accidents of that nature ?—Extra ventilation has been put in the ship. As a matter of fact, we have not been able to find out definitely from what source the gas formed.

M-2573. *U Hla Bu* : You know that according to the proposals of the Conciliation Board you have to employ Burmese and Indian labour on 50—50 basis ?—Yes.

M-2574. Do you recruit the Burmese through the Burmese Labour Bureau ?—(*Mr. Treleaven*) : Just after the Bureau started I made our Burmese labourers register themselves at the Bureau.

M-2575. That was after you took them in, but when you wanted further Burmese labour did you indent through the Bureau ?—No.

M-2576. You are not sure whether all your Burmese labour have registered themselves at the Bureau or not ?—At the present moment I do not know, but I knew at one time that they were all registered.

M-2577. Are they as efficient as Indian labourers ?—Not as yet.

M-2578. From a business point of view will you be glad overturn this arrangement of taking Burmese and Indian labour in equal numbers ?—(*Mr. Mallett*) : The Shipping Companies agreed to accept the Conciliation Board's proposal to employ Burmese and Indians. The Burmese are improving and we are just watching the position to see whether they can perform the work at the same economic rate as the Indians.

M-2579. *The Chairman* : Has it been more expensive ?—Certainly. Inexperienced labour is always more expensive than trained labour.

M-2580. Does it remain in the same position now as it was six months ago ?—No, it is improving very greatly.

M-2581. *Sir Victor Sassoon* : Do you anticipate that they would improve to such an extent that they would cost no more than the Indian

labour ?—We are watching the position very closely. Though at present they are not as economical I do not see any reason why they should not be in time and with training.

M-2582. *U Hla Bu* : I understand that some stevedores are thinking of overturning the present arrangement if Government refuse to make up the loss incurred by the employment of Burmese labour by giving a subsidy. Do you not agree with me that if the present system is changed it might lead to a strike ?

The Chairman : That will be a prophesy. We must be satisfied that they are improving very greatly.

M-2583. You have not put before us any complaint that that they are too great a burden on you ?—As I said, they are improving. We are seeing whether they can come down to the same economic rate as the Indian, but if they cannot something will of course have to be done.

M-2584. You are doing your best to let them improve their capacity ?—I think so.

M-2585. With regard to the engagement of seamen, I think you said that sometimes they are transferred from one ship to another. We have been told several times that seamen object to work under any except their own serangs. Have you found that difficulty here ?—No, because such transfers are generally made only for short periods.

M-2586. As soon as may be, if the man desires he can get back to his original ship ?—That is so.

(The witnesses withdrew.)

Mr. W. T. HENRY, Manager, and Mr. THOMAS CORMACK, Assistant Manager, representatives of the Irrawaddy Flotilla Co., Ltd., Rangoon.

M-2587. *Mr. Cliff* : Where is the whole of your labour engaged ?—(*Mr. Henry*) : All our labour is taken on in Burma, principally in Rangoon.

M-2588. Do I understand correctly that you engage the certificated men and the serangs engage the crews ?—Roughly that is correct.

M-2589. Can you tell us the number of the certificated men, serangs, secunnies, drivers and tindals, and also the number of crews ?—Serangs 292 ; drivers and tindals 520 ; secunnies 319, and the crews roughly about 3,500.

M-2590. Can you give us the total number of vessels including the dumb barges and flats ?—615. About 250 vessels are under steam and the balance are flats and dumb barges.

M-2591. Have you got any idea of the number of crew offering for employment ?—In regard to certificated men we reckon that about 7.4 per cent. are seeking employment at the present time. In our memorandum we have given the figure as 5.3 per cent. but at the present time it is slightly more owing to slack trade and general depression.

M-2592. How did you arrive at that figure ?—That is according to our books.

M-2593. That is the number on your registers ?—Yes. I would like to explain that uncertified labour is not registered by us.

M-2594. With regard to certificated labour, can you give us the number of applicants offering for employment as distinct from the number on your books ?—I am afraid I cannot.

M-2595. You cannot help the Commission with regard to figures of unemployment amongst the men who offer for work ?—No.

M-2596. *Sir Victor Sassoon* : Does that 7.4 per cent. men who are on your register represent those who are anxious to get work, or does it merely represent those who have their names on the book although some of them are working elsewhere upcountry ?—It represents the number who are anxious for work.

M-2597. It is a live register, and you have got 7½ per cent. roughly waiting for vacancies ?—Yes.

M-2598. *Mr. Cliff* : I cannot gather from your memorandum the amount of regular employment which your men obtain with you in a year ?—It is extremely difficult to say that because of them are engaged for the entire period of the year while others are engaged for 10 or 11 months only.

M-2599. What percentage are engaged for 12 months in the year ? —I think 90 per cent. will be a fair figure.

M-2600. Do you provide any housing at all ?—We provide a small house for our certificated people when they are out of a job. We do not provide any accommodation for others.

M-2601. *Mr. Cliff* : There is no house accommodation for crews who are returning on leave or who are being transferred ?—(*Mr. Henry*) : No ; when they are going to their country they stay on board their steamer until they leave.

M-2602. Is there no need of temporary shelter for them here in Rangoon ?—We have never thought it necessary to provide it.

M-2603. How is illness dealt with when it occurs on boards ?—Sick men are sent to hospital. We subscribe to all the riverine station hospitals up and down the river. Any man who is ill is sent to hospital and treated.

M-2604. When you say he is sent to hospital, does that mean that he is accompanied to hospital ?—If he has to be accompanied, yes.

M-2605. Can this Commission take it that where a man is taken ill on board and put on shore he does receive proper attention ?—Yes.

M-2606. *The Chairman* : For your subscription is there a guarantee of proper treatment of your own servants ?—No, I do not say that ; but they are treated, as far as we know, quite satisfactorily.

M-2607. *Col. Russell* : We have heard that in certain cases of illness men are put out on the river bank and you do not know where they go ; is that so ?—I know of no such cases.

M-2608. *Mr. Cliff* : A man on the ship on which we travelled said he had been sick and was put ashore at Mandalay ; that he had to wait there for 3 months before he could get back in your employment again ? —If he had reported to the agent at Mandalay, he would immediately have been sent back to Rangoon. If they wish to be sent to Rangoon we would always send them back.

M-2609. *The Chairman* : Is that generally known amongst your staff ?—I think so.

M-2610. *Mr. Cliff* : How do you deal with accidents ?—We adopt the terms of the Workmen's Compensation Act, although inland steamers of less than 100 tons register do not come under it. The Company voluntarily deals with its employees on those lines in the case of all accidents.

M-2611. *Mr. Clow* : Are any of your steamers more than 100 tons ? —Yes, the larger ones, but the greater number are not.

M-2612. *The Chairman* : I take it you would have no objection to the Act being extended to cover cases like yours ?—We should have no objection at all.

M-2613. *Mr. Cliff* : Do you pay wages on board ?—In the larger steamers, yes ; with regard to the smaller steamers if in Rangoon wages are paid in the godown office ; if at an outstation wages are paid by the Company's Agent.

M-2614. Who is responsible for payment ?—In the case of a large steamer the European commander and European engineer pay the men. In the case of the smaller creek steamers an office assistant pays the serang and the driver, and they distribute the money to the members of the crew.

M-2615. On the larger steamers does the commander pay each man direct ?—No, he pays the deck serang and the Engineer pays the engine serang, and they distribute it.

M-2616. Have you any record of the conditions of labour and rates of pay of the crews of dumb barges and flats ?

The Chairman : They come under the Company's control, do they ? —Yes.

M-2617. Would you put in a statement on that matter ?—Yes.

M-2618. *Mr. Cliff* : If the men desired to band together in a trade union organization, would that be welcomed or opposed by your company ? —It would not be opposed by this Company provided it was run on appropriate lines.

M-2619. By " appropriate lines " do you mean conforming to the Trade Union Act ?—Yes.

M-2620. So that there would be no opposition by your Company to a union working under the Trade Union Act ?—There would not.

M-2621. *Mr. Tyabji* : How do the wages of serangs range between the figures of Rs. 46-8-0 and Rs. 151-8-0 which you give ?—There is an annual increase of Rs. 5 if work is satisfactory. The serangs are graded.

M-2622. I think it would be useful to have a list showing how many men there are in each grade. I suggest there are far more in the Rs. 70

grade and practically none over that ?—It depends on the man's certificate ; if he does not hold a second class master's certificate, he cannot be put into the higher powered vessels and naturally he cannot be given as high pay as a man commanding such a vessel. A man's pay also depends upon his length of service.

The Chairman : I do not think that information would be useful.

M-2623. *Mr. Tyabji* : Are these serangs and drivers in permanent employment ?—Yes, that is to say, as far as the service allows.

M-2624. Have you contracts with certificated employees ?—The certificated men are given service books and are registered, while the uncertificated men are not. There is no contract in either case. The photographs of the registered men are put in a book for identification purposes.

M-2625. *The Chairman* : The registered men are treated as being on your permanent staff subject to employment being available ?—Yes.

M-2626. *Mr. Tyabji* : If you have no employment for one of these registered men, do you not put him ashore ?—At times when we have to reduce the number of vessels that are running it is unfortunately necessary to send some of our employees ashore.

M-2627. *The Chairman* : That is so in every country in the world ? —Yes.

M-2628. *Mr. Tyabji* : Is there not a boat which starts at 4 p.m., reaching its destination at 7 p.m. the next day ?—There is a creek steamer which leaves Rangoon at 6 p.m. and arrives at the destination at 3 p.m. the following day, I think ; and then the launch has a full day off.

M-2629. When the launch has a full day off in Rangoon, the crew do not get ashore but have to clean up and receive goods ?—For the best part of the day they are not employed ; they have to do a certain amount of cleaning.

M-2630. They are on call ?—On these runs in which there is night running we arrange to give the launch a clear day so that the crew may have a rest.

M-2631. *Mr. Clow* : Are the crew on duty from 3 p.m. to 7 p.m. the next day ?—On this particular run the vessel is running from 6 p.m. to 3 p.m. the next day. The entire crew is not working all the time ; there is one serang in charge with two secunnies who take charge of the wheel in turns, so that there is no man continuously employed for 21 hours. A number of the crew are sleeping during that time. On certain Express services that we run at night for the convenience of the public it has to be done.

M-2632. *Mr. Tyabji* : Have you given orders for the reduction of the firemen tindal so that the hours of work are increased ?—(*Mr. Cormack*) No, in the case of two small launches plying outside Rangoon on very short runs, probably three hours in the morning and three hours in the afternoon, the engine tindal has been removed within the last month ; but these launches have such very short runs, only 6 to 8 hours per day, that this reduction is no hardship to the crew.

M-2633. With regard to riverine employment are all your launches registered with any Government department ?—Our larger vessels are

registered ; the smaller ones are not, but they have to come up annually for survey.

M-2634. Is there any Government report in which the number of people employed and the accidents in your service are mentioned ?—No, we make no return for our men afloat ; any accident we return through the Compensation Act Board.

M-2635. I think in 1929 in the compensation return there is only one accident with regard to your service ?—I could not say.

M-2636. *Mr. Tait* : Do you find that employees once engaged by your Company stay with you for a long period of years ?—Yes, we have many long service men. We have a man aged 73 who must have been with us for nearly 50 years.

M-2637. *Sir Alexander Murray* : Must a man work with you till he is 73 before he can retire ?—No ; he retired from the service a number of years ago, but returned because he liked the service so much.

M-2638. *Mr. Tait* : You say that suitable men are encouraged to get certificates to qualify themselves for promotion ; what do you do ? —(*Mr. Henry*) We coach them when they are going up for their examination ; we give them a bonus of Rs. 100 if they get through it ; we pay their fees for the examination ; if a man gets through his examination for second class master, he becomes entitled to an immediate increase of Rs. 10 in pay. We give him 2 months off to study if he wishes, and during that 2 months we pay him at the rate of Rs. 40 a month. I am speaking of serangs.

M-2639. *Sir Alexander Murray* : Do you do that for the secunnies to enable them to become serangs ?—No, I think the examination is less arduous.

M-2640. *Mr. Clow* : Are any regulations imposed as to the qualifications of a man to command any of your steamers ?—Yes.

M-2641. Is the certificate granted by you or is it one approved by Government ?—It is a Government certificate ; an applicant for that certificate must be over a certain age, have served a certain number of years and must pass an examination.

M-2642. In the case to which Mr. Tyabji referred of what appears to be a very long run of 23 hours, how many men on board would have certificates ?—The serang and both the secunnies.

M-2643. Are the men divided into watches in a case like that ?—There is no real watch system, but they relieve one another.

M-2644. Is there a double crew on board sufficient to man the ship twice over ?—To steer the ship.

M-2645. But are there twice as many as are necessary to man the ship ?—No ; but the crew during this period of the voyage have no work to do.

M-2646. When they come back how long are they off duty ?—From 6 a.m. until 6 p.m. the next afternoon.

M-2647. They are not on call at all during that period ?—They have to clean up their boat and so on ; for the greater part of the period they can rest.

M-2648. Supposing you want to discharge a man, do you give him a month's notice or what ?—They are paid monthly and they have a month's notice.

Mr. Tyabji : I thought the witness just said that if there was no work for a man they would discharge him.

M-2649. *Mr. Clow* : Suppose a ship has to be laid up, do the men get a month's notice of that ?—No. I am sorry I am wrong there ; they do not.

M-2650. Do they get a day's notice ?—Yes, or thereabouts.

M-2651. Is that clearly understood in the contract ?—There is no contract.

M-2652. *The Chairman* : Do these men only know at the end of the trip that there will be no more work for them for a period ?—There are occasions when that is so, but these reductions are not very frequent. (*Mr. Cormack*) It also requires a few days to lay up a steamer ; a man is not paid off the moment he arrives. There is always a certain amount of work to be done if a vessel is to be laid up ; this may extend to as much as a fortnight or three weeks in the larger steamers.

M-2653. *Mr. Clow* : What is the difficulty in the way of paying the men their wages themselves ?—(*Mr. Henry*) The uncertificated men are not registered with us and we really do not know them. At one time we tried to register all our uncertificated employees ; we tried to give them all a service book and take finger prints and a photograph. We endeavoured to introduce this and it almost led to a strike ; the crews did not wish to do this. Whether they thought we had some ulterior motive I do not know, but we had to give it up.

M-2654. Supposing you had a 6 months' agreement as in the case of sea-going ships ?—A sea-going ship makes a call perhaps once in one or two months, while our vessels make several calls each day. We find a man will join a steamer at Rangoon and leave it at Prome, his place being taken by some one else there without our knowledge. If it suits the men it suits us too.

M-2655. It suits you to have the men constantly changing at ports ?—We have no registration of these men and we are not able to prevent their changing. Conditions are different in the low water season from what they are in the high water season ; the same vessel will carry twice as much cargo in the high water season. Our terms of service are therefore not regular ; we could not give a man a contract. In the low water season we require more vessels to carry the same quantity of cargo as in the high water season on account of the draught of the river ; there are more employees in the low water season than in the high water season.

M-2656. Do you not think it would be practicable to give these men more regularity and security of employment ?—Under the conditions just explained this would not be practicable. No desire on the part of the men for a 6 months' contract has ever been expressed.

M-2657. But do you not see from the point of labour that the existing conditions can hardly be regarded as satisfactory ?—I do not think that has ever been represented to us by the men.

M-2658. *The Chairman* : Because they are not vocal as a body ?—On the contrary, we receive many petitions.

M-2659. *Mr. Clow* : In a sense, under the present system, they are not your employees ?—We pay them.

M-2660. I am referring to the uncertificated men ; you do not pay them ?—(*Mr. Henry*) It is our money that pays them, anyway.

M-2661. Do you not think it is an unsatisfactory system to leave the choosing and appointment to men who are poorly paid as are some of these serangs and are therefore open to many temptations ?—The system has worked satisfactorily.

M-2662. For whom ?—For both the serangs and the crews.

M-2663. *Sir Alexander Murray* : Certain men can take leave after 2 years' service ; do you insist on their taking leave ?—Yes ; they can take up to 8 months. This leave applies only to certificated men.

M-2664. So far as uncertificated employees are concerned, you do not know that they exist ?—We have not got them registered for the reason previously given.

M-2665. Who sees that there is the full complement of men on each vessel ?—The Marine Superintendent and Fleet Engineers inspect and we have agents up and down the river who also inspect.

M-2666. Do your vessels ever work with a man or two short ?—No, there is no chance of that ; vessels leaving Rangoon are very carefully checked, crews are mustered. At out-stations the Company's agents look after the crews and check them.

M-2667. If that is so, what objection is there to putting their names in your books ?—We did this up to 3 or 4 years ago but we found that on pay day the men whose names were in the pay book could not be produced when their names were called and it was merely a waste of time.

M-2668. If there is any difficulty about registering the men in your books, you could at least register each job in your books ?—There is no objection to that ; but we cannot identify the individual men. A vessel leaves Rangoon in the morning with 4 lascars on board and when it stops for the night the same four lascars will probably be on board ; but when that vessel leaves next morning there may be four different lascars on board.

M-2669. *Cr. Clow* : The names of these men are actually shown on the pay register on board, are they not ?—(*Mr. Cormack*) The vessel's pay book has the names in it ; the names of the serangs and secunnies are correct, but I am afraid the names of the lascars are fictitious ; they are not the names of the men who are actually in the posts at the time.

M-2670. *Mr. Ahmed* : The Captain appoints the serang at his own entire discretion, appointing whomever he likes ; is not that so ?—(*Mr. Henry*) Yes.

M-2671. Any number of serangs apply for the job ?—Yes.

M-2672. And the serang in turn selects his men ?—Yes.

The Chairman : Yes, that is all common knowledge.

M-2673. *Mr. Ahmed* : Therefore as far as the appointment goes the Captain can appoint anyone ?—If a man appointed by the serang does not carry out his work, the Captain orders the serang to discharge the man and get another.

M-2674. But the Captain can appoint a serang according to his own discretion for any consideration ?—He appoints the serang, yes.

M-2675. And also the crews who are appointed by the serangs can be appointed at the descretion of the serangs for any consideration that they like ?—Yes, the serang appoints the crew but of course they must be efficient in order to maintain their jobs.

M-2676. But there are any number of efficient crews available here and all over India ; is not that so ?

The Chairman : I am not quite sure whether your so-called question is a suggestion or not. Are you suggesting there is a bribe taken by the Captain ?

Mr. Ahmed : Mr. Clow's report is with us and it is printed.

Mr. Clow : There is not a word of that.

The Chairman : If you make a suggestion, put it straight and let us all understand what it is ; do not let us have it, as it were, round the corner. Is that your suggestion ?

Mr. Ahmed : Yes.

The Chairman : You wish to ask the witnesses : do the Captains take a consideration for the engagement of serangs ?

Mr. Ahmed : Do you know about it ?—I do not know and I should be very surprised to hear that such a practice existed.

M-2677. *The Chairman* : Do you know that serangs in their turn take considerations from the men ?—I do not know.

M-2678. Would it come to your knowledge if it took place to any extent ?—It might or it might not.

M-2679. *Mr. Ahmed* : Regarding hours of work you say " Conditions under which services are conducted make it difficult to give a definite daily period of work or to define ' working hours '. " Do you count the number of hours they have to work in a fog ?—The position we wish to make clear is that a steamer may have certain hours of running to do in a day, but if she gets into a very bad channel or experience a fog which may detain her, we could not possibly lay down that she would only run from 6 in the morning till 6 at night, because she might be in difficulties in a very bad channel and might have to run till midnight.

M-2680. If there are fogs, tides, channels or groundings, they have to work overtime. What is the average number of hours they have to work ?—On the average 9 hours a day.

M-2681. Some of your crews say that they work not only 10 to 12 hours, but they have to clean the engine, which takes a long time. Can it not be said that they work for 16 hours a day ?—(*Mr. Cormack*) That is not in accordance with our experience.

M-2682. *Col. Russell* : Is it the case that you turn around so quickly sometimes that the cleaning of the engines has to be done before they cool down ?—(*Mr. Henry*) There may be an occasional case like that ; I do not say it does not happen.

M-2683. *Mr. Ahmed* : On the question of wages, you say " In addition to the above, Serangs on certain services or work draw commission." What is that commission ?—The maximum commission that a Serang can draw in addition to his pay is Rs. 75.

M-2684. Do they get it from the crews or from you ?—They get it from us.

(The witnesses withdrew.)

BURMA.

Twelfth Meeting.

RANGOON.

Friday, 7th November 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
Mr. S. A. S. TYABJI.
U HLA BU.
} *Assistant Commissioners.*

MRS. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

U BA SI, Bar-at-Law, and U TUN WE, Representatives of the Burmese Labour Bureau.

M-2685. *The Chairman* : The Burmese Labour Bureau came into existence in June of the present year, following on the shipping troubles which took place in May ?—(*U Ba Si*)—Yes.

M-2686. I take it that the aim of your Bureau, put generally, is to promote the interests of Burmese unskilled labour, to find openings for them, and also to guide them to places where there are openings for their labour ?—Quite so.

M-2687. You have devoted yourself, in the first instance, only to the question of shipping labour. Am I right that you intend your Bureau to be a permanent organization if possible, that will promote the interests of Burmese unskilled labour in other industries besides that of shipping ?—Yes.

M-2688. With regard to the fifty-fifty agreement, we have been told by other witnesses that the system adopted by those who are trying to work the agreement is one of turn and turn about by ships, one ship worked by Indian labour and the other by Burman labour. I understand you have registered some thousands of workers. Taking the ships that

are being worked by Burman labour, does your Bureau take part in the selection of the men who are to work on that system ? In what way are they being selected to take their places on the turn and turn about ?—(*U Tun We*) : The Burmese Labour Bureau was constituted on the 12th of June. Immediately after its constitution, a register was opened calling for Burmese labourers who wanted to work on shipping labour. A considerable number came forward. We wrote to the shipping agents and stevedores in Rangoon intimating to them that this Bureau has been formed to look after the interests of Burmese labour, to make them efficient, so that we might serve the stevedores as well. We requested that Burmese labourers should be recruited from those who have registered their names with us, but with the exception of Captain Rushall, no other stevedores have recruited through us ; they have recruited Burmese labour on their own responsibility.

M-2689. Did you offer to provide the *maistries* or *gaungs* ?—We offered to provide the gaungs as well as the coolies. Even in the case of Captain Rushall we have not come to a definite settlement. Our proposal was that the work of supplying labourers and the postings should be entrusted to the Burmese Labour Bureau, but he would not agree to our suggestion to give us the postings. But he does take only the Burmese labourers who have registered their names with us. Further than that the Bureau has not been successful to do anything.

M-2690. He maintains his own right of selection out of the names on your register ?—Yes.

M-2691. Some people have said, as you know, that the Burman will not stick for any length of time to the strenuous and persistent labour demanded of a cooly. How does your experience agree with that, or does it deny that ?—Captain Rushall employed 16 gaungs ; 2 out of them were discharged and 14 still remain. The number of coolies has changed to a little extent. Those of the Burmese labourers who work for Captain Rushall have persisted in their work.

M-2692. Out of 16 gaungs 14 have proved satisfactory and are still being employed ?—Yes. They are being employed since the last riot.

M-2693. On the question of restriction of Indian immigration you do not go further than merely to say that you advocate the restriction of Indian immigration : have you had time to consider that proposal in more detail ?—No, we have not had time to consider this question in more detail.

M-2694. You have no actual practical proposals that you would like to put before the Commission on that subject ?—We have none.

M-2695. When you talk of restriction on immigration do you mean restriction in numbers ?—We mean the number of coolies coming into Burma from India.

M-2696. That is to say, no cooly should be allowed to come into Burma from India without some sort of a permit ?—That is the idea.

M-2697. It would mean some kind of control, whether by employers or by Government, on the other side before they depart ?—I should think that arrangement on the other side would be more convenient.

M-2698. Are you familiar with the system that applies in the case of Ceylon ?—No ; we have a very vague idea about it.

M-2699. You quite see no doubt that as long as Burma is a province of India it would be a difficult thing to suggest that free movement from one province to another should be prohibited ?—That is so, because the question of inter-provincial migration rests with the Government of India ; the Burma Government have no powers in that respect.

M-2700. Supposing the Government of India were to agree to a restriction of emigration from India to Burma, there might be a similar demand from Bombay to Madras or Bombay to Bengal : naturally the Government of India would have to treat all these provinces alike ?—It may be so ; but in Burma the question of Burmese labour has become very acute, and we have to do something about it.

M-2701. Of the present number of Indian immigrants of the coolie class, how many in your estimate can be replaced by Burmese labour ? Would you put it at 50,000 or 100,000 ?—It is very difficult for us to give a definite number. There are a good many Burmese labourers available now, and if any responsible employers or Government come forward and find out what is the number of Burmans available, immigration to that extent should be limited. The question of unemployment in Burma should be gone through first.

M-2702. Your point is that Government should estimate how many Burmese labourers there are who are willing and competent to take the places of Indian labourers, and having done that the quota of Indian immigrants should be limited in accordance with that ?—Yes.

M-2703. On the question of housing, I see that you advocate a building policy by the Rangoon Development Trust. May I take it that your views generally are those that are embodied in the draft Bill proposed to be introduced in the next session of your Legislative Council ?—I believe it has not been published yet. We have not seen it.

M-2704. Perhaps it is a matter of common knowledge that the additional Re. 1 tax on the departing Indian emigrant and the expanding of the duties of the Development Trust to undertake building for housing purposes are the principles of the Bill. You suggest that the tax should be increased to Rs. 3 and that part of the amount so realized should be utilized for a building loan. That means that part of the present revenue can be taken for building purposes in addition to the new tax of Re. 1 ?—Yes, the whole including the original tax of Rs. 2.

M-2705. You give us some figures of the number of Burmese and Telugu labourers in June and July of the present year. You show that the number of Burmese employed is 41½ per cent. for July as compared with 39½ per cent. for June, a slight increase. But I observe that the total number of Burmese and Telugu labourers is very much down in July to what it was in June ; but the proportion of Burmese labour has slightly increased ; and the figures for August and September are not at present available ?—We have received a letter from the Conciliation Board yesterday, of which we will let the Commission have a copy. For August we find it is 33-1|3 per cent. of the whole worked by Burmans and 66-2|3 per cent. worked by Indians. For the month of September it was almost 50 per cent. for each.

M-2706. *Mr. Clow* : Is the Conciliation Board still in existence ?—I think it is still in existence, because we received a letter from the Chairman yesterday.

M-2707. Who signed the letter ?—Mr. I. G. Lloyd.

M-2708. As chairman of the Board ?—Yes, as chairman of the Board.

M-2709. *Sir Alexander Murray* : You made a suggestion to the Chairman that the Government of Burma might take stock of the number of Burman labourers that were available, and then regulate the importation from India accordingly. Could you suggest the machinery by which that could be done ?—If Government simply notifies that they want to know the number of people who do not have any substantial means of living on account of want of work, you will have a good many coming forward to explain their cases.

M-2710. How many would that be ?—It is difficult to say. My idea is that you will get a very big number.

M-2711. *Sir Victor Sassoon* : Prepared to be sweepers ?—Yes even as "*maiters*". But if you ask these people what sort of work they want, they will naturally prefer some other kind of work. Some will work even as sweepers. There are Burmese sweepers in the Mandalay municipality.

M-2712. *Sir Alexander Murray* : When you organized your Bureau in June, in the course of 9 days you registered 28,000 workers. How many names are there on your books in the month of November ?—We stopped registration on the 17th of June, because we could not provide them with work. It was no use calling for registration when there was no work.

M-2713. In 9 days you registered in Rangoon 28,000 : how many would the Government register all over Burma in a few months ?—It is impossible for me to give you the figure.

M-2714. You said you had 400 gaungs registered ; evidently you are employing only 16 ?—Yes, because we can provide only 16 gaungs with work from Captain Rushall. Other stevedores are employing their own gaungs, who have nothing to do with us.

M-2715. They are all Burmese ?—Yes.

M-2716. They are not registered with you ?—Not at all.

M-2717. Is there much difference in the cost of living between the Burmese labourer and the Indian labourer ?—There is. The Indian labourer would live on something like Rs. 16 to Rs. 17 per month ; the Burmese labourer would require Rs. 22-8-0 per month.

M-2718. If a living wage of Rs. 22-8-0 were prescribed for a Burmese labourer, how would you arrange for the employers to use Burmese labour, when they can get Indian labourers at a reduced wage ?—That is our point. We say this is Burma and there are a lot of Burman people who have no work ; they require living, but their employment costs a little more money while there are a lot of Indians in Burma who can work on any wages. We have to solve the problem one way or other. We cannot give you definite ideas ; we have made only general suggestions.

M-2719. *The Chairman* : The poverty of the districts in India from which the Indian labour comes ought not to be a measure of the standard for the Burmese labourer ?—Exactly.

M-2720. What is the size of the Burmese gang ? Is it the same as the Indian gang ?—There is one *maistry* with 20 coolies under him.

M-2721. He gets 2 annas per head per day as his commission ?—Yes. That is Rs. 2-8-0 per day.

M-2722. That is in addition to Rs. 3 ?—Yes. He gets Rs. 5-8-0. We asked these *maistries* about the necessity of collecting 2 annas commission on each cooly, and their explanation was that these coolies did not get work constantly and that when there was no work for them the gaungs had to provide them with some means for their livelihood. We are not sure what actually is taking place.

M-2723. *Mr. Clow* : What work were the Burmese coolies now employed in loading and unloading doing before the strike ?—They were doing odd jobs. They did not have any kind of definite work. Sometimes they would work as paddy field cultivators ; sometimes they would come into the town of Rangoon and work as assistant carpenters and so on.

M-2724. Were they living in Rangoon before the strike ?—Most of the coolies were living in Rangoon. Those who came from the districts during the strike have returned home.

M-2725. *Mr. Cliff* : Have the majority of the 28,000 registered men gone away ?—I should not say the majority have gone to their homes. About 10 or 15 per cent. of them live near Rangoon in places like Dabein, and these have now gone back.

M-2726. *The Chairman* : So that your 28,000 does not represent what we might call a live register of unemployment ?—They have registered with us but they do not all live in Rangoon.

M-2727. Have you taken any steps to re-examine your register ?—We have had no time to do that.

M-2728. *Mr. Clow* : Are a good many of the men now employed the same as those who were employed as strike breakers ?—Many are and many are not.

M-2729. Where do they live ?—They live in suburbs like the Upper Pazundaung, Kyaukmyaung and so on, 2 or 3 miles from the river.

M-2730. How do they get to their work ?—I think they come in by buses.

M-2731. Do you think that Rs. 22-8-0 a month is a living wage ?—I only gave a rough idea ; it is not the result of any investigation.

M-2732. Is it for a single man or for a family ?—It is for a single man living in Rangoon. Outside Rangoon a man can live a little cheap.

M-2733. *Mr. Tait* : Who own the small rice and saw mills in Rangoon ?—Many of them are owned by Burmans, some by Indians and Chinese.

M-2734. Why do they not employ Burmese labour ?—Because they get cheap Indian labour. Like other employers they want to employ cheap labour.

M-2735. Should not the Burman offer himself as cheaply as the Indian ?—Looked at from the employer's point of view alone, it may be

all right to say like that. But there are so many other things to be considered. For one thing his custom and mode of living is such that the Burman cannot live as thriftily as the Indian.

M-2736. Here is an official budget which says that the total expenditure on food for a Burmese family of 2.95 adults living in Bassein is Rs. 23-7-2, as against Rs. 22-5-8 for a Telugu family of 2.56 adults living in the same place. Do you think that a difference of Rs. 1-2-0 is very much ?—With due deference to the authors of the budget I should say the figures in it are not as accurate and authoritative as they might be. They are prepared so very hurriedly for the Royal Commission on Labour. They have to be revised considerably.

M-2737. You know how difficult it is for Burma to sell its rice these days. If you increased the labour charges of the rice-milling industry, would not the industry be hard hit in the markets of the world ?—There are so many other factors besides labour charges, and I think the rates will adjust themselves.

M-2738. Why do you say that the Irrawaddy Flotilla Company does not employ Burman crew when they employed thousands of Burmans during the last strike in 1926 ?—As I said before the Burmans have been employed only as strike breakers. As soon as the strike was settled they were discharged.

M-2739. Would you accept the statement of the Irrawaddy Flotilla Company that they were quite prepared to keep on the Burman crews even after the strike was settled, but that the Burman crews left the service of their own accord ?—We would not accept that statement without scrutinizing the circumstances and conditions under which the offer was made. As far as we remember they were discharged.

M-2740. What grounds have you for saying that the Burman labourer would accept work in the conservancy department ?—We had one responsible Burman witness before us the other day who said that Burmans would not accept work in the night staff of the conservancy department of the Rangoon Corporation. Rural life in Burma has been so arranged for a long time that people could easily do without latrines, conservancy and things like that. Even now in Upper Burma many villages do not have latrines. It may be surprising to some of you, gentlemen, but the fact is that Burmans have not had to do conservancy work till now. So they are slow and reluctant to take to it, unless they cannot help it. It is only recently owing to the development of urban life that necessity has arisen for conservancy. Owing to economic pressure Burmans are now taking to conservancy work also. Only they would prefer to be sweepers instead of scavengers, if they can do so.

M-2741. Your Bureau is in favour of selective employment in the meantime ?—Yes, we cannot help doing that.

M-2742. *U Hla Bu* : Why is it that in the case of loading and unloading ships the Burman labour costs more than the Indian labour ?—One reason is that the Burman has just now come on to this kind of job and it will take some time before he becomes efficient. But there are various other reasons or causes leading to unnecessary cost for Burman labour which are worth investigation by the stevedores and which can

be removed at once. For one thing, the Burma labourers have to work hand in hand with Indian labourers. It often happens that cranemen, cargo boatmen and other foremen who are all Indians delay matters and obstruct the Burmese workmen. For instance, Captain Rushall's chief foreman who is to distribute the work and so on does not know a word of Burmese ; and how can he give clear instructions to Burman labourers ?—Again in the case of Telugu gangs there are *kamalis* who are experts in stacking and stowing. They are paid more than the ordinary labourers. But in the case of Burman labourers there are no *kamalis* ; the labourers themselves have to do the work of the *kamalis*.

M-2743. *Mr. Tait* : Captain Rushall said that he had to put one gang *maistry* down in the hold when he was working with Burman labour and that he did not have to do it when he was working with Indian labour and that the cost of supervision was greater in the case of Burman labour ?—Captain Rushall keeps one foreman for every hold in the case of Burman labourers, but one foreman for two hatches in the case of Telugu labourers. Whatever it might be, there is a natural fear in the mind of the stevedores that the Burmans are inefficient yet and that a ship will not be finished in time, unless a bigger number is employed. During my inspection I came across a few Burmese labourers sitting without doing any work after they had been posted. On enquiry I found they were reserved by the chief foreman.

M-2744. *U Hla Bu* : Out of the 28,000 unemployed on your register only 4,000 could get employment in the busy season and the 24,000 must remain unemployed. Suppose Government did its duty by the sons of the soil and adopted measures of protection and preference in order to improve the efficiency of the Burman labourers and enable them to compete with the foreign labourers and remove their unemployment, would you want to have such measures permanently for all time ?—No, such protective measures would be required only for the transitional stage.

M-2745. *Mr. Tyabji* : Out of the 28,000 on your register how many are absolutely unemployed ?—It is difficult to say.

M-2746. Does it not rather represent the number of men who earn less than Rs. 1-12-0 a day and who would like to earn that amount ?

The Chairman : In your call for registration did you say that there was work available at Rs. 1-12-0 a day ?—No. But the people knew that shipping labour was available at Rs. 1-12-0 and the work is not a regular one.

M-2747. In what cases does Indian labour undercut Burman labour ?—Only the other day Mr. Tyabji's friend U Ba Hlaing was removing rice bags from I. F. wharf to Gyogon near Insein by motor lorry for which the Burman labourers quoted As. 4 a bag, whereas the Indian labourers carried it off for As. 2 a bag. This is only one instance, but I can give many instances where Indians undercut Burmese in many directions. Take bullock cart drivers in the districts for example. In that line the Burmese cannot enter at all on account of ruinous undercutting.

M-2748. Do not the Indian Agricultural employees get more than the Burman ?—The Indian agricultural labourers are not employed all

through the year like " Sayin Hnas " a Burmese term for Burman agricultural labour ; they are employed at particular times for particular work such as the transplanting and harvesting by contract. They cannot be considered as agricultural labourers at all.

M-2749. Do the saw mills and rice mills in Upper Burma pay more or less to Indian labour ?—They pay less to Indian labour than to Burmese labour. But there are some places like the Shwebo district where Burmese labour can be had cheap and Indian labour cannot compete with Burmese labour.

M-2750. Is not the unemployment of Burmese labour largely a result of the unemployment of Burmese agricultural labour ?—Somewhere about 40 years ago when Indian labour began to pour into Burma, the Burmese agricultural labour found occupation in bringing waste lands under cultivation. Now that there are no more waste lands which can be easily brought under cultivation, Burmese labour is unemployed.

M-2751. Is not unemployment among Burmese labour largely a result of the fall in price of paddy in recent years, especially since 1928 ?—Our point is that there has been unemployment to a considerable extent for a long time before 1928, but the people did not trouble themselves so long as there was no such acute distress as exists at present. The Burmese are a very charitable people and they helped each other and relieved the distress to a considerable extent. It is now impossible. The recent fall in the paddy price is only one of the many factors which have been steadily working to cause Burmese unemployment.

M-2752. Could we not seek a solution of this unemployment in the direction of bringing more waste lands under cultivation ? It is said that there are millions of acres of such lands ?—Waste lands which can be easily brought under cultivation have all been brought under cultivation. What remains cannot be turned into paddy lands without immense capital and machinery, which the Americans alone can do.

M-2753. Is it your opinion that in future for the betterment of the country the agricultural side should be improved in order that it may absorb a good deal of unemployed men, or that the men should enter the industrial field ?—The Burmese have now learnt that they should also go into the industrial field.

M-2754. If that is so, naturally the agricultural extension would be reduced to a certain extent ?—May be to a very little extent.

M-2755. You suggest a minimum wage for Burmese labour. Would you apply that to Indians also ?—That is a matter which should be decided by Government and the employers and Indian labourers.

M-2756. Would you keep two standards, one for Burmese and another for Indians ?—Personally I would not. The standard rate, according to our memorandum, is meant only for Burmese labour, but before Indian labour can be absolutely eliminated they should be given the same standard as the Burmese.

M-2757. Do you think that Indian labour would be required in future for any length of time ?—They have got a monopoly now.

M-2758. That monopoly can be broken ?—You cannot do it by a stroke of the pen. It is not possible to replace them all at once ; it will take some time.

M-2759. If you have Indian labourers in Burma I take it that you would like to give them a position in the country which would be better than what it has been till now ?—Yes. There is no doubt that we are in sympathy with the Indian Labourers.

M-2760. *Mr. Cliff* : Would I be right in saying that a suitable motto of the Burmese Labour Bureau is Burma for the Burmese ?—That is a motto used by politicians. I think it is a natural desire on the part of Burmans that they should get all the available work in Burma when they get no work elsewhere.

M-2761. I am only asking whether the real object of the Burmese Labour Bureau is to secure Burma for Burmans ?—If your question is whether all the works in Burma should be manned by Burmese labour then the answer is yes.

M-2762. As I understand it, there are about 500 or 600 Burmese labourers employed by stevedores at the moment. Are all those 500 or 600 employed through the agency of your Bureau ?—No. Only 14 gangs of 20 each were employed through the Bureau.

M-2763. Can you tell me how many Burmese labourers were employed during the strike ?—We have no definite figure but certainly the number is larger than the one at present.

M-2764. You register a very large number of Burmese labourers for stevedoring work. Has it been made known to the people whom you register that there is not the slightest possibility of more men being employed on this work ?—Yes, we have made known to them that there is no use in registering their names any more as there is no work for them.

M-2765. Do I understand that you intend your organization to be a permanent one ?—This Bureau at present is manned by public spirited gentlemen who are public leaders.

M-2766. Are they self-appointed ?—At the request of the gaungs that a certain number of Burmese leaders should constitute a Bureau which could look after the interests of the labourers the present Bureau was constituted. The names of the leaders were given by the gaungs themselves. The present committee is only a provisional one till a committee is formally appointed during the coming busy season.

M-2767. Had these gaungs been previously employed in this kind of work ; had they any experience ?—No. They worked during the strike and they learnt it very soon.

M-2768. I want to know whether it is intended that this organization should be permanent one ?—Yes, that is our idea.

M-2769. If it is to be permanent organization, is it intended that it should be an industrial organization, *i.e.*, a trade union ?—We have not definitely thought over the matter with regard to making the present Bureau a trade union. At present it is not a trade union. I think only in time to come a trade union will come into existence.

M-2770. You said that it is the purpose of the Bureau to make these labourers efficient. How do you propose to make them efficient ?—We have a set of rules for the gaungs to follow. (*A copy was handed in*).

M-2771. It is the gaungs whom you rely on to make the labourers efficient ?—Yes, we have got to depend on gaungs who would see that they get good men.

M-2772. So the real training is while they are actually working ?—Yes.

M-2773. Do municipalities in this country employ a great number of Burmese labour ?—We see Burmese employed in Mandalay but in Rangoon it is different.

M-2774. Are there any complaints about their standard of work ?—Burmans have never been employed. How can there be any complaints against their standard of work if they have not been given a trial ?

M-2775. *Mr. Ahmed* : I gather from your memorandum that as a result of the strike an agreement was arrived at between the stevedores and Telugu labourers and that this was not made known to the Burmese who had been taken in during the strike period. I suppose the stevedores did this because they wanted to get rid of the Burmese labour which was being paid at Rs. 2 a day and engage Telugu labour at Rs. 1-12-0 a day ?—We do not mean to suggest that in our memorandum.

M-2776. I take it that as a result of this there was a clash between the Burmese and the Telugus ?—The cause of the strike and the riot you will find in the report of the Riots Enquiry Committee. We know more than what is contained therein but we are not prepared to express it here.

M-2777. May I know how many were killed during the riots ?—I should refer you again to the report.

M-2778. Since the strike, the stevedores are employing Burmese labour as well ?—Yes.

M-2779. As there is unemployment everywhere there is a keen competition for securing jobs both by Burmese and Indian coolies ?—That is so.

M-2780. You say that unemployment of Burmans is caused mainly by exploitation of labour, *i.e.*, by importing here Indian labour. Will you amplify that statement ?—That paragraph deals with the general unemployment ; it does not deal particularly with the shipping labour. There were Burmese labourers working in the port of Moulmein some years ago. When there was a big famine in India a number of Indians came to Burma and offered themselves to work at any rate which resulted in the displacement of Burmese labour by Indian labour at the Moulmein port. We have used the word ' importing ' advisedly just to show how Indians commenced to capture the field. Of course, there is no necessity now for importing any Indians because there are so many available in Burma.

M-2781. With regard to housing you say that Indian coolies live more like animals than human beings. I suppose what you mean is that they crowd themselves in a very small room ?—Yes.

M-2782. I take it that your view is that they live in a most miserable condition ?—Yes.

M-2783. Who is responsible for that, may I know ?—The *maistry*.

M-2784. The *maistry* makes profit, I suppose ?—Yes.

M-2784A. Do the employers know the condition under which the labour lives ?—I think they know because the Health Enquiry Committee went into that matter in detail.

M-2785. Does the Chief Inspector of Factories know ?—I think he has nothing to do with housing.

M-2786. Does the municipality know ?—Yes, perfectly well.

M-2787. Your opinion is that it is absolutely necessary that the present housing condition should be improved ?—Yes.

M-2788. Do these labourers get any pension or gratuity ?—No.

M-2789. Do they get any holidays with pay ?—Not that we are aware of.

M-2790. *Sir Victor Sassoon* : I understand that about 10,000 stevedore coolies are needed at the peak of the demand in the busy season. Are you restricting your efforts merely to stevedore coolies, or are you trying to find openings in other industries for Burmese labourers ?—Our main attention is directed towards shipping labour, but in other spheres of work we also try.

M-2791. You would not be able to deal with the unemployment problem, I take it, if your efforts were directed only towards securing your full share of these 10,000 places ?—We have only made a start, and it is very difficult to make a definite statement at this stage.

M-2792. But you appear to be concentrating on the stevedore coolie class ?—Because that was where we started.

M-2793. At the present moment what are you doing ; are you still concentrating on that, or are you trying to widen your activities ?—We are trying to widen our activities. For instance, at present we have a demand from one of the employers to supply him 1,000 Burmese labourers for some special type of work.

M-2794. Have you got different registers for registering different types of labour so that when an employer says " I want so many men for my rice mill " you will be able to pick the right type of men ?—We do not maintain different registers. We propose to do it in time to come.

M-2795. You intend dividing up the applicants under different heads, showing what experience they have ?—Yes.

M-2796. *The Chairman* : In your attempts to find more scope for the employment of Burmese labour have you approached, in the first instance, the Burmese employers ?—Yes ; in some places we were successful while in some others we are not, but are still trying to persuade them to employ Burmans.

M-2797. You have hopes that Burman employers themselves will give a lead ?—They should.

M-2798. At any rate they have not the language difficulty of which you spoke ?—No. As I said, Indian labour is cheaper than the Burmese, and naturally the Burmese employers also want to employ cheap labour. But we are inducing them to take more Burmese labour and thus help their own countrymen who for want of work are compelled to go to jails.

M-2799. To some extent you are a missionary body as well as a labour bureau ?—Yes, something like that.

(The witnesses withdrew.)

Mr. THAVER (one of the proprietors), and Mr. MANI IYER (Head Clerk), of Messrs. Thaver Bros., Labour Contractors, Rangoon.

M-2800. *Sir Alexander Murray* : Please tell us how long this contractor has been in this country ?—(*Mr. Mani Iyer*) : 25 years.

M-2801. What has been his experience as a contractor ?—He is a labour supplier to some of the rice mills here ; he also supplies coolies for discharging salt and also coal coolies ; he is also an employer of agricultural labour.

M-2802. At the present moment he is the contractor to the Port Commissioners ?—Yes.

M-2803. He is also a contractor to one or two of the rice mills ?—Yes.

M-2804. Which ones ?—Bulloch's Lower Pazundaung rice mill.

M-2805. He is also a boat owner ?—Yes.

M-2806. How many boats does he own ?—He has about 100 cargo boats.

M-2807. He also owns rice lands ?—Yes.

M-2808. How much would that be ?—About 8,000—10,000 acres.

M-2809. When did he become the contractor at the docks ?—On the 1st of July 1929.

M-2810. I understand that he works with a regular number of gangs ?—Yes. We have 16 gangs.

How many men are there in each gang ?—15 ; that is, one *maistry* and 14 coolies.

M-2811. Are all these 240 men on your books ?—Yes.

M-2812. Who are the others who are on the books besides these 240 men ?—We have an accountant, a cashier, gunners, sirdar, *maistries, sircars* and tally clerks.

M-2813. All these have to be paid out of the contract that he has with the Port Commissioners ?—Yes.

M-2814. What does he pay to the gang *maistry* ?—Rs. 43 a month.

M-2815. What does he pay to the coolies ?—Rs. 37 a month. They are all permanent coolies, and we have one uniform rate of Rs. 37.

M-2816. Do these coolies work two shifts or only one ?—We have divided our 16 gangs into two shifts ; 9 work by day and 7 by night.

M-2817. Do they work on Sundays ?—Yes.

M-2818. Do you give them a weekly rest day ?—Generally they get one day off once a fortnight.

M-2819. Over and above these 16 gangs that he has on his books how does he provide the surplus labour when there is pressure at the docks ?—We get casual labour.

M-2820. How do you do that ?—There are some experienced *maistries* in the wharf and we requisition their services.

M-2821. Have you a list of them ?—Yes.

M-2822. How many will there be ?—About 60 gangs.

M-2823. When you want to take extra men, do you take these *maistries* in rotation ?—Yes. The wharf clerk informs me daily as to the number of gangs he requires and from the list we maintain in our office I arrange to make an even distribution of work amongst these *maistries*.

M-2824. If you have 60 extra *maistries* on your books, can you tell me how many shifts of employment you give each of them ?—It would average about 20 days per month annually ; during the busy season they will be employed throughout the month.

M-2825. Could you make an abstract from your books of the number of days to show how you get the average of 20 days per month ?—Yes.

M-2826. What do you pay for the casual labour ?—The *maistry* gets Rs. 3-8-0 and the coolies Re. 1-12-0.

M-2827. How many are there in a gang ?—Usually 14 men, though it may be 5 or 10 if we have a light cargo to work.

M-2828. We have been told that often the *maistry* draws pay for himself and 14 men though he has actually only had 13 men ?—That is not the system with us. The *maistry* and coolies are paid separately individually. For the casual labour we have to hand the pay to the *maistry*.

M-2829. Are you quite sure the *maistry* does not take from the casual labour some extra money ?—No, he cannot take it because we have checks there ; there are the clerks moving about in the wharf. We tell the coolie definitely he is not to pay anybody.

M-2830. Do you have in your books the names of the gang leader, the *maistry*, and the individual workers in your books ?—Yes.

M-2831. You pay the gang *maistry* Rs. 43 and you pay the individual workers Rs. 37 each ?—Yes, individually we pay it.

M-2832. When it is casual labour, how do you know the gang *maistry* has the proper number of workers ?—We keep a tally and there is a special clerk deputed to that. I can send for the book.

M-2833. If you have a spare one you can send it in to show how it is done ?—Yes.

M-2834. You started on the 1st July, 1929 ?—Yes.

M-2835. We have been told that the work in this port is very seasonal ?—Yes.

M-2836. That is true as regards rice ?—Yes.

M-2837. You are paid by the ton, are you ?—Yes.

M-2838. I do not want to know what you were paid, but I would like a statement of the number of tons you handled and charged to the Port Commissioners in the months of July, August, September, right up-to-date ?—You can get that in the administration report of the Port Commissioners ; they give us a tonnage list.

M-2839. You do not handle rice and timber ?—We do not generally but sometimes we do.

M-2840. Where do you get the labour you employ in the docks ?—It is all Telugu labour.

M-2841. Where do you recruit it ?—We have not recruited so far ; we took over the present labour from the previous contractor.

M-2842. You have not sent to India for that labour ?—No.

M-2843. Have you made any advances to your dock labourers ?—No ; generally we give them Rs. 10 or Rs. 15 as they may require it ; before they receive their salaries they may want to send money to India.

M-2844. Can you give us a note of the total amount you have advanced to your *maistry* and your dock labour ?—Yes.

M-2845. When you took over this labour had you to make advances ? —No. We pay on the 6th or 7th of the next month, so that in the middle of the month they may ask for Rs. 10 or Rs. 15.

M-2846. *The Chairman* : Those are really subs ; they are not long advances ?—That is so.

M-2847. They are all paid off on the next pay day ?—Yes. We have no long advances.

M-2848. *Sir Alexander Murray* : Where do you get your labour for the rice contract with Bullochs ?—From India. Sometimes our representatives go or people who have been working with us and are settled in India write to us asking whether we can accommodate some men. We recruit this labour because we want to bring the right type of men. It is seasonal work, but if we select the right type of men we can find them employment throughout the year.

M-2849. When do you bring over the labour ?—From December they will be gradually coming. First of all we will use them for our harvesting ; we have paddy fields ; after they have worked in the paddy fields we shall have work in the mill and they come back to the mill for about 6 months ; after that we have this coal work. We have boats and when we supply cargo boats we undertake to load it. That is the same type of labour as the rice labour. We have a special man ; we do not go in and recruit indiscriminately.

M-2850. He brings over labour from his own village ?—Yes. Since having got this Port Commissioners' labour contract we use them at the wharves. That is how we were saved during the strike. These are Tamils.

M-2851. In a way you are really an employment agency for dock labour, paddy field cultivation, rice mills, and loading and unloading boats ?—Yes.

M-2852. *The Chairman* : Owing to the wide spread nature of your business you are able to give this Tamil labour practically permanent labour all the year round ?—Yes.

M-2853. Do you have to make large advances to them in their country ?—No, we generally do not make large advances. Out of 100 men 20 might ask for advances of Rs. 50 or Rs. 100.

M-2854. They are not indebted to you through the whole period ?—No, they are never indebted to us.

M-2855. *Sir Alexander Murray* : We are told that when you make a contract for handling rice at the rice mill, you have to make a security deposit ?—Yes. With Bullochs we have about Rs. 3,000.

M-2856. Do you get an advance from Bullochs to enable you to make advances ?—Not necessarily. We get some advances also.

M-2857. You have first of all to give a deposit to the employer of Rs. 3,000 ; what do you get from the employer ?—We get Rs. 10,000 or Rs. 12,000 ; anything we need we can draw from them.

M-2858. How much did you draw from them last year ?—Last year we received about Rs. 7,500 advance.

M-2859. You make advances to your sub-*maistries* ?—Yes, Rs. 50 or Rs. 100 ; the maximum will be about Rs. 300 to a sub-*maistry*.

M-2860. What is the total amount of your advances at the present time outstanding in your books for rice coolies ?—Less than Rs. 5,000.

M-2861. In the middle of the season, when you have brought people over here, what will be the total amount of advances ?—In the middle of the season we do not generally make advances, because we pay them then and there ; we have not advanced more than Rs. 7,000.

M-2862. We are told that coolie bag carriers at the rice mill will not begin to work until they have got advances from the *maistries* ?—Sometimes they do ask for advances. So far as we are concerned, we have two *maistries* representing the bag carriers and we make a total advance of about Rs. 1,500 to the *maistries*.

M-2863. Do you know how much the *maistry* has to give to the bag carriers ?—Of that we have no idea.

M-2864. We are told that practically all the coolies are in debt to the *maistries* ?—We are not aware of it.

M-2865. Who pays the expenses of bringing the coolies over from India to here ?—We pay them generally.

M-2866. Do you recover that from them ?—Yes, in some cases we deduct. We have got a place in Madras and the coolies come there ; we get a telegram from our agent that so many men are waiting to come to Rangoon, if we can send them passages they can send them by the next boat ; so we remit the money.

M-2867. *The Chairman* : At the end of a year how many of these Tamil labourers still remain in debt to you for these advances ?—Generally they clear it off ; immediately on settling the account they may ask for another Rs. 50 ; they have to meet the expenses of marriages, funerals, etc.

M-2868. Do they clear up their advances in addition to sending money home to their country ?—Yes.

M-2869. So that you have no considerable long standing advances with the coolies ?—No.

M-2870. *Sir Alexander Murray* : I understand you are the manager for the dock contract ?—I am general manager ; I look after all the business. We do not employ local labour because if there is no work in any particular kind of employment, we cannot employ them elsewhere.

M-2871. As you move them about from the rice fields to the rice mills and from the rice mills to the docks, how do you house them ?—Here, so far as the mills are concerned, we have got houses ; the millowners have given us accommodation. When they go to the fields I put up sheds.

M-2872. *Mr. Cliff* : I understand that the men who are put in a permanent gang on the dock are paid Rs. 37 a month for a 30 days month ?—30 or 31 days.

M-2873. I understand your men who are employed casually work about 20 days per month ?—Yes.

M-2874. Is that throughout the year ?—Yes.

M-2875. What do you pay them ?—The *maistry* gets Rs. 3-12-0 and the coolie Re. 1-12-0.

M-2876. What advantage is it to a man in your employ to be a member of the permanent gang ?—He is paid whether there is work or no work ; it is a guarantee for him.

M-2877. You pay a man Rs. 37 for 30 days ?—Yes.

M-2878. If you employ a man 20 days does he not get Rs. 35 ?—It all depends on the number of men we employ.

M-2879. How often do you pay wages ?—Casual labour we pay weekly.

M-2880. Have you to make any advances in those cases ?—Generally we only make short advances.

M-2881. Do men come to you in the middle of the week and ask for advances ; I am speaking of men who are paid weekly ?—Not many.

M-2882. What happens if an accident occurs ?—If it is a minor injury we compensate them ; we give them leave with pay and we pay the medical charges.

M-2883. What arrangements are there for the removal of an injured man from the dock to a hospital ?—We have our own conveyance or we 'phone up for the municipal ambulance and send him to the hospital.

M-2883A. How many men have you in the average in any year ?—1,500 per annum.

M-2884. Are there women amongst this labour ?—Yes, there are women in the rice mills.

M-2885. What proportion of the 1,500 would be women ?—About 200 to 250.

M-2886. How long does the labourer stay here ?—To or three years. We bring over about 400 every year ; we bring men according to the demand.

M-2887. Are all your advances made to *maistries* ?—Yes, we deal with the *maistries* ; we have nothing to do with the men.

M-2888. I understand that in your highest month you advanced Rs. 7,000 ; among how many *maistries* is that divided ?—20 or 25.

M-2889. That is among 1,500 work people ?—Yes.

M-2890. Has there been much change in the personnel of the gangs ?—No. It was only after the riots that we had to introduce this Tamil labour.

M-2891. Labour is staying with you fairly permanently ?—Yes.

M-2892. Do you house your stevedore labour ?—No, we have not housed them ; we are now in consultation with the Port Commissioners with regard to acquiring land. They have got one or two sheds and we have asked them whether they could keep them for the use of the labour until such time as they can furnish some accommodation for the labour.

M-2893. Your submission is that the Port Commissioners ought to provide housing for labour which is engaged in the port ?—Yes.

M-2894. Are you making representations to that end ?—Yes, we have seen them. This contract only runs for two years ; we cannot invest money in putting up a big building.

M-2895. Does that mean that the contractor would be prepared to make a contribution to the Port Trust in respect of this ?—Yes.

M-2896. *The Chairman* : Are you suggesting it would be better to have a contract of a longer term ?—I think it would be better so that the labour contractor might house the labour properly.

M-2897. *Mr. Tait* : At the rice mills do you pay your bagging coolies more or less per day than you paid last year and the year before ?—We paid more last year ; the maximum has been Rs. 6 per head per day ; in some cases it was Rs. 2 or Rs. 3 more than last year.

M-2898. Up to last year you had a surcharge on all your bills, but last year the surcharge was cut out ?—Yes.

M-2899. Did the *maistry* himself suffer the loss of the whole surcharge ? —Yes.

M-2900. So that he did not take anything off the coolies ?—No, nothing.

M-2901. *Mr. Tyabji* : Do you think the shipping labour could be paid direct by the employers ?—Yes, it could be arranged. It can be done by issuing tokens daily to the men who have worked ; those tokens could then be presented at the office every week for payment. It would be rather difficult to enter their names in a book and pay them according to their names because there are so many men with the same name.

M-2902. *The Chairman* : Are you now speaking with reference to your permanent labour force ?—No ; we pay the permanent labour force monthly ; this is only with regard to the casual labour which we pay through the *maistry*. In the case of the permanent labour we pay the *maistry* and coolies individually. So far as we are concerned, the gang *maistry* is nothing but a supervisor.

M-2903. *Mr. Clow* : Does the *maistry* choose the men ?—He has got his men ; these people have a regular supply of men ; he does not move about daily collecting men.

M-2904. *Sir Alexander Murray* : He constitutes the gang ?—Yes.

M-2905. You tell the *maistry* you want so many men and he brings his gang ?—Yes.

M-2906. You have nothing to do with choosing the men ?—No ; but if the *maistry* brings a sickly man or a man who cannot work we ask the *maistry* to send him away.

M-2907. *The Chairman* : I understand that you are thinking of adopting the system of paying your casual labour direct. Do you think that

such a system might be made applicable to the dock labour generally and the stevedores ?—Yes.

M-2908. What do you think would be the advantages to the labourer of a system of that kind ?—As it is, very many people are told that the *maistry* is taking something from the cooly in spite of there being no proof for it. If this system is introduced, it will be the folly of the cooly if he pays anything to the *maistry*.

M-2909. If a cooly did give any *bakhsheesh,* it would be his own fault ? —Yes.

M-2910. It would not be taken before his wages reach him ?—No. Then he pays it willingly, and we cannot prevent it.

M-2911. Have you discussed this proposed change with your firm ? —Yes. Immediately after the strike, we were discussing about this.

M-2912. You will be becoming leaders in a system that will at any rate take away some of the allegations that are made against the present system ?—Yes.

M-2913. *Mr. Clow* : Would not the tokens be sold in the bazaars ?—We could have some private marks.

M-2914. *Mr. Tait* : Supposing a gang works on a job for half a day and they have to be sent to another *maistry* for the other part of the day, how would the tokens be given ?—They would have to be given two tokens for 2 half-days.

M-2915. *Mr. Clow* : I did not mean that the tokens would be copied and sold by the bazaar people. I meant that the tokens would be discounted in the bazaar by money-lenders buying them and then recovering the money from you. How would you overcome it ?—We can distinguish between a money-lender and a cooly. When we are substituting one gang for another, we can ask the first gang to go and get their wages. This applies only to dock labourers. It may be difficult with regard to rice mill coolies.

M-2916. You do not know all your employees ?—We know them as we have all their names written. We do not merely take down the name of the *maistry* and say he has brought so many men.

M-2917. *Sir Alexander Murray* : That is for your permanent labour ?—No. For casual labour also we take down the names of the men employed.

M-2918. *The Chairman* : We have been told that there may be ten men with the same name. That is the difficulty about writing down the names ?—During the slack season they could be paid even daily, as the day is finished ; the workers could be paid off the same evening. The night shift could be paid off the next morning.

M-2919. Have you gone so far as to put this suggestion of yours in writing ?—No. We have only discussed it.

M-2920. I take it that you yourself, as the originator of this suggestion, have only verbally discussed it with your own employers ?—Yes.

M-2921. Could you put your suggestions down in writing, and let us have it ?—Yes, I will do so.

M-2922. *Sir Victor Sassoon* : Are you sure that labour will welcome this ?—I have not consulted them, but I do not think they would object to it.

M-2923. *Sir Alexander Murray* : We were told that when the Burmese labourers began working here after the strike, they were going to the bazaar and selling for Rs. 1-6-0 their chits for Rs. 1-12-0 for a day's work. Do you know anything about it ?—I have no idea about it. We have not employed any Burmese labour.

(The witnesses withdrew.)

Mr. H. L. NICHOLS, I.C.S., Revenue Secretary, Mr. B. W. SWITHINBANK, I.C.S., Secretary, Department of Local Self-Government, Mr. A. J. PAGE, I.C.S., Director of Statistics and Labour Commissioner, Lt.-Col. G. G. JOLLY, I.M.S., Director of Public Health, Mr. W. H. C. PRIDEAUX, Chief Inspector of Factories and Mr. L. A. HAVELOCK, Officiating Excise Commissioner, representatives of the Government of Burma.

M-2924. *The Chairman* : Mr. Page, what is the scope of your duties ?—(*Mr. Page*). I am officially known now as Director of Statistics and Labour Commissioner. At the time when this memorandum was written I was styled Officer in charge of the Labour Statistics Bureau. The functions of the Officer in charge of the Labour Statistics Bureau are set out in the memorandum prepared for the Commission. Then I am also Registrar of Trades Unions, of which there is only one registered in this Province ; I am Commissioner for workmen's compensation for Rangoon district and for the two neighbouring districts of Insein and Hanthawaddy. I am also Protector of Immigrants and Emigrants, which is a Government of India appointment, with an Assistant Protector under me. A tenth of my pay is debited to the Government of India and they pay for the Assistant Protector.

M-2925. Strictly speaking, those duties only cover the transit of Indian labour ?—Yes.

M-2926. I take it your position as Labour Commissioner covers various other duties ?—Yes. Labour Commissioner is just the title used to cover all these various things, such as workmen's compensation, trades unions, and various matters which deal with labour. I am not a Labour Commissioner in the sense in which I believe they have a Labour Commissioner in Madras.

M-2927. What is your seniority as a Civil Servant ?—I am a senior Deputy Commissioner in rank. It just so happens that I occupy my present position ; it might be held by any one in the Commission.

M-2928. How far would you be able to speak to us on matters of policy of your Government ? Are you deputed to speak for them on questions of policy ?—I have received no instructions to that effect, but if any questions of policy are required, the Secretaries concerned can appear before you.

M-2929. With regard to housing of coolies, in Rangoon, should we take it that the present policy of your Government is summed up in

the draft Bill which we have had the privilege of seeing ?—That is actually the stage at which things have arrived at the present time. The draft Bill has just been drafted in the Revenue Secretary's office, and that is so far as it has gone at the present moment. It will now go to the Chairman of the Development Trust for his criticisms. He had not seen or heard of it officially until I told him on the morning that he appeared before you. The papers have now gone back to be sent to him for his criticism. After he has criticized it, it might of course be considerably altered. It is in an embryonic stage at the moment.

M-2930. May I take it that it is the intention that there should be some legislation on the matter of housing in the next session of the Council ?—Presumably it would come up then. On this point, if you would like any further information. the Revenue Secretary would be ready to appear before you.

M-2931. Do you know if the question of moving the jail outside Rangoon and the liberating of that space for the purposes of housing has ever been seriously considered ?—I believe there has been a talk about it for a good many years, but I cannot tell you anything more about it.

M-2932. Has it been recently considered ?—I do not think so. I know from the jail point of view it is a very undesirable site. I at one time was Secretary of the Jail Revising Board and had a lot of work to do in the Rangoon jail. We used to hear all sorts of things about cheroots and other things being thrown over the walls. From the point of view of jail discipline, it is not desirable to have the jail in the middle of a busy city. I think Government have recognized it all along, but I cannot tell you what Government's present position is with regard to it.

M-2933. On the question of housing, can you tell us anything as to the share of responsibility which lies with the provincial Government and the share that lies with the municipality ?—I am afraid I cannot tell you. I had better ask the Revenue Secretary to come here ; he is the person who deals with it.

M-2934. Do I take it that all that you wish to say to the Commission on the two urgent questions that have been canvassed here, namely, the *maistry* system and the question of possible restriction of Indian immigration, are contained in the Government memorandum ?—I would not say so altogether, because that memorandum was prepared about June 1929, and a lot of things have happened since then. Some of the facts are not up to date, namely, the figures for immigration, emigration, and so on.

M-2935. I take it that on the matter of policy whether there should be legislative interference with the *maistry* system, you have nothing to add to what is stated here ?—I do not think there is anything stated about policy ; it is just a general opinion.

M-2936. You describe certain of the evils which are alleged to result from the present system, but you do not go so far as to suggest any action ?—I have no authority to do so.

M-2937. The same thing applies, I take it, to the question of restriction of immigration ?—Of course that has assumed quite a different aspect since the question of separation has come forward, and something

will have to be done if that becomes an established fact, because Burma will cease to be a part of the Indian Empire, and the Indian Emigration Act will naturally operate against Burma.

M-2938. You have some fair sized plantations in Burma : would you tell us what they are ?—The rubber plantations are mostly in the Tenassarim Division of Burma, that is, on the coast, on the part which goes down to Malaya. There are some also further north of Rangoon, practically due east of Pegu on the opposite side of the Sittang river. There are also some south of Rangoon, in the Hanthawaddy district.

M-2939. Is Indian labour employed there, or Burman labour ?—Down in Tenassarim, I understand a very large proportion of the labour is Telugu and Oriya ; I do not know those plantations. Those which I have seen in this neighbourhood and across the Sittang employ a very large percentage of local Burmese labour.

M-2940. Is there any inspection of these plantations ?—Whose duty is it, or is it anybody's duty ?—I do not think it is anybody's duty.

M-2941. They just go on without inspection ?—Yes.

M-2942. Is there any kind of report to Government on conditions in the plantations ?—No.

M-2943. If I were to ask you for information regarding them, you would not be in a position to give it ?—I have only general knowledge. I have visited some of them quite unofficially, or perhaps as Deputy Commissioner of a district.

M-2944. Does the Deputy Commissioner not have any powers and duties of inspection ?—No, except as a Revenue Officer. Rubber plantations are held under lease from Government, and there are various conditions attached to these leases. If the price of rubber attains a very high figure, Government is entitled to a royalty on all rubber exported, but that has never been collected from the very beginning as the price has never been such as to entitle Government to this royalty. Apart from anything which is on the revenue side, I do not think the district officers would have anything to do with rubber plantations in the way of inspection.

M-2945. No duties at all ?—No.

M-2946. Col. Jolly, have you ever inspected these plantations ?—(*Col. Jolly*) I think I have inspected one or two. In each district the District Health Officer has wide powers of inspection, which would include the inspection of any plantations ; so that that would form part of his inspection work during an ordinary routine tour of inspection. That would be from the health point of view.

M-2947. He would not go into the question of wages and system of payment ?—No.

M-2948. *Mr. Cliff* : Does the Annual Report of the Director of Public Health contain any reference to these plantations ?—There is nothing of the kind in any annual report that I have been connected with since I came to Burma. We have not made any special paragraph about plantations, because it forms a very small part of the duties, and we have not had anything of sufficient importance to devote a special paragraph to it.

M-2949. *The Chairman* : Mr. Page, do not the Government statistics in your office show the number of plantations and the number of persons employed ?—(*Mr. Page*) : No ; we do not keep up any statistics of that sort.

M-2950. Not being industrial, it does not come within your purview ?—Presumably they do not come under any one's particular charge.

M-2951. Could you give me the roughest idea as to their size and importance ?—It would be very difficult to do so, because for example in recent years a good many estates were amalgamated under one company.

M-2952. You could not tell us whether the number of workers is 5,000, 50,000 or 500,000 ?—I could not. Very likely the Rubber Planters Association would be able to give you some sort of figures. At the present time, I suppose the answer would be practically nil, because they are almost closed down.

M-2953. Did your Government send our questionnaire to the Planters Association ?—Not that I am aware of. I cannot tell you whether it exists now. It was in existence at one time.

Mr. Tait : In any case, the information could be got from the estate agents in Rangoon, Messrs. Begbies.

M-2954. *The Chairman* : It is rather important that we should have this information.—I will get all the information I can for you, giving the numbers of estates which are alive.

M-2955. Can you give us the reason why Government does not take the advice of the advisory committee in the locating of liquor shops ?—I am afraid you would have to ask the Secretary concerned or the Excise Commissioner about it.

M-2956. Is the Burma Midwives and Nurses Amendment Act of 1927, which we understand forbids the employment of unqualified midwives, really an effective weapon ?—(*Col. Jolly*) : So far as I know, the prohibition of the working of unqualified widwives only applies to a very small area, I think only a part of Rangoon. This is really out of my Department. It is the concern of the Inspector General of Civil Hospitals.

M-2957. The statement that unqualified midwives are gradually dying out after the passing of that Act would hardly be correct ?—I have seen no signs of their dying out.

M-2958. Were you here when this Act was passed ?—Yes.

M-2959. What was the actual purpose of that Act ?—We have a number of Acts which were brought in as a matter of general policy, for adoption by different local bodies, or they can be applied section by section at the local Government's discretion.

M-2960. Surely, you cannot have a different law on a matter of this kind where we are now and another law a few feet away ?—The intention of this Act, so far as I recollect, is that we should not attempt to prohibit unqualified midwives from practising unless we are quite sure that we have a sufficient number of trained midwives to take their place

in any particular area. Therefore, the Act would be applied only bit by bit, where we were sure that we would give them something better in the place of the unqualified midwives.

M-2961. Have you now an adequate supply ?—Not in the country by any means. For Rangoon again, I have not the figures, nor have I looked them up, because that is the Medical Department's sphere but I should say that taking Rangoon as a whole we probably have not an adequate number yet. But in Rangoon a very large number of the births are attended to by the Dufferin Hospital and by the local Maternity and Child Welfare Society. I have a statement of the actual numbers of births in Rangoon town in the years 1925 to 1929 and of the number that are attended to by these two institutions. It is as follows :

Years.	Total No. of births.	Number confined at the Dufferin Hospital.	Number attended to by the S. P. I.W., Rangoon.	Remarks.
1925.. ..	6,480	938	737	....
1926.. ..	7,313	972	859	....
1927 ..	7,316	1,086	617	....
1928.. ..	7,426	1,306	696	....
1929 ..	8,265	1,647*	1,223†	* 1,459 live births. † No. confined at the Maternity Shelters of which 1,140 were live births.

Dufferin Hospital—No. of beds 120—Capacity 3,000.
Maternity Shelters—No. of beds 52—Capacity 1 ,400.

M-2962. *Mr. Clow* : There is an entire absence of trade unions in Burma ?—(*Mr. Page*) : Yes ; there is only one registered so far.

M-2963. Can you suggest any explanation for that ?—There is one big association called the Burma Labour Association, which is said to have a membership of something like 5,000 to 7,000 people, mainly Chittagonians. They would never come forward and have themselves registered. I do not know whether they did not want to disclose their finances.

M-2964. What is the reason for the lack of organization as compared with the provinces of India ?—Is it due to the fact that the industrial workers are mainly immigrants ?—It may be partly that.

M-2965. As far as organization is concerned, would you agree that labour on the whole in this province is in a very weak position as compared with employers ?—Yes.

M-2966. You cannot suggest any measures for remedying that ?—It may be that labour in general has been very contented and has not felt the need for trades unions ; I only suggest that.

M-2967. Is that true of the present day ?—I would not say it is true of the present day, because recently the Government Press employees wished to form a trades union and put in an application for registration, and I told them that they could not do so, as Government had not framed any rules for dealing with Government servants' trades unions. I consulted Government first, and I was told that was correct, and up to date they have not been registered.

M-2968. Surely, if they comply with the rules under the Trades Unions Act, they are entitled to registration irrespective of the opinion of the executive Government ?—It may be so ; in that case, I made a mistake.

M-2969. *Sir Victor Sassoon* : Are you framing the rules ?—Government say they are going to do so.

M-2970. *The Chairman* : Rules for recognition in the case of Government servants' unions ?—Yes.

M-2971. That does not debar the rights of any one to form themselves into a trades union ?—This is a Government Press.

M-2972. *Mr. Clow* : Does the Government exercise much supervision over its own industrial establishment ?—I do not know.

M-2973. I notice that in the Press 62 per cent. of the employees are fined every year ; why is that ?—There was a strike in the Government Press at the beginning of the year, and I was eventually deputed to hold an enquiry into their grievances. That was one of the points that was put forward by them, and it worked out to a very small sum of about 8 annas per head per year.

M-2974. As Labour Commissioner would you not consider that continued pin-pricking of a large section of labour like that is unsatisfactory ?—A large proportion of them are piece-workers, and most of the fines are of a very petty nature, for losing their clocking in tickets, and failing to do this that and various other technical things.

M-2975. *The Chairman* : Would not you think that 60 per cent. of the persons being fined in a year pointed to some lack of management ?—The difficulty was to know whether it was 62 per cent. of the whole establishment, or whether the total number that were fined were the same people who had been keeping on appearing over and over again.

M-2976. Supposing it was only 10 per cent. of the whole establishment which appeared over and over again, why should you not get rid of them ?—We might do it, but there seems to be a lot of dissatisfaction in the Press.

M-2977. *Mr. Clow* : Suppose the local Government desire to consult labour on some proposal before the Legislative Council or the Legislative Assembly, what steps do they take ?—They consult people who are known to be interested in labour problems. There are members of Legislative Council who have fought their election as labour candidates—men like Mr. Pillai and Mr. Tyabji. There are also members who have been nominated to the Council to represent labour. For instance, Messrs. Venkataswami and Narayana Rao were nominated to represent labour. Government generally consult these people and consider their points of view.

M-2978. What is the constitutional position as regards the Shan States ?—They are directly administered by the Governor and not by the Governor-in-Council. The various Acts of the Local Government and the Government of India are extended to the Shan States as need arises.

M-2979. Have all the important labour Acts been extended to the Shan States ?—Yes.

M-2980. In the case of the Factories Act why have they been exempted from most of the important sections of the Act from the point of view of protection of labour ?—I think sections 22 and 27 are included in the exemptions ?—(*Mr. Prideaux*) Formerly the whole of the Act applied to the Shan States, but the Company there represented to the Governor that they should be exempted from certain sections of the Act and they were exempted.

M-2981. Was there any particular difficulty in applying those sections ?—I do not know. I was on leave when these sections were withdrawn.

M-2982. In the Government Memorandum, Mr. Page, you state that it would certainly be advantageous both to the employers and the labourers if the *maistries* or contractors could be dispensed with. What advantage would there be from the point of view of employers if the payment of labour through *maistries* was dispensed with ?—(*Mr. Page*). The employers could have direct touch with their labour.

M-2983. Do you think that it would involve employers on greater expense ?—I could not say that.

M-2984. Was there a proposal before the Local Government at one time to legislate regarding the control of the construction of factories ?—(*Mr. Prideaux*) There was a proposal which began with the regulation of the temperature in factories, but eventually it came to nothing.

M-2985. What is the arrangement by which the mines in Burma are inspected ?—Does the Chief Inspector of Mines depute an inspector from time to time to visit Burma ?—(*Mr. Nichols*). An inspector is deputed to visit the mines in Burma from time to time.

M-2986. Would there be sufficient work for a whole-time inspector ? —The work is not sufficient to justify the appointment of a whole-time inspector.

M-2987. As Protector of Immigrants have you any statutory powers of any kind ?—(*Mr. Page*). None whatever, except with regard to issuing certificates for skilled emigrants. Whenever any question arises such as the overcrowding of a ship and so on we simply report it to the Port Officer. It is his duty to order a prosecution or not.

M-2988. When once an emigrant has left the jetty you have no responsibility whatever in connection with him ?—No.

M-2989. Suppose an immigrant comes to you and says that he has been recruited under false pretences and that he is not getting the wage promised to him. Could you take any action ?—I have nothing to do with recruitment in India.

M-2990. *The Chairman* : The appointment arose out of the temporary situation when there was overcrowding of deck passengers and certain other serious circumstances ?—Yes.

M-2991. *Mr. Clow* : Do you agree with the view that the labour requirements of rice and saw mills can be met by local recruitment and that payment of advances can be avoided ?—Yes, I should think so.

M-2992. Do you exercise any supervision over the statistics given by the factories ?—No.

M-2993. We are informed by the Chief Inspector of Factories that he did not check any of the figures supplied to him by the managers. It appears that in some instances at least they are very wide of the actual facts ?—He simply publishes what they give him.

M-2994. Is it not desirable that there should be some check ?—Yes, there should be, because it is no good publishing statistics which are of no value.

M-2995. Is it your experience that the *maistries* accumulate money, or are they to a large extent comparatively poor men ?—The ones I have seen always look prosperous : I mean the big *maistries* and not the gang *maistries*. There are about 10 or 15 such big *maistries* in Rangoon.

M-2996. There is a proposal made by the Chief Inspector of Factories embodied in the memorandum supplied by the Government : that the factory inspector should have the power to compound offences under the Act. He explained to us that his intention was that when the factory inspector went to a factory and found an infringement of the Act, he might say to the factory owner, " You are liable to prosecution. If you pay me a fine of Rs. 15, I will take no further action and will give you an official receipt." He thought that it would save the expenses of prosecution and the consequent waste of time of the factory inspector. Are we to take it that the proposal is endorsed by Government ?—I could not say.

M-2997. *Col. Russell* : Have you put into effect the recommendations of the Reorganization Committee ?—(*Col. Jolly*) : We have put into effect some of the recommendations. We have been allowed to appoint four District Health Officers on an experimental and temporary basis for a period of two years. As regards Public Health Inspectors Government have agreed to meet half the cost of their pay in the areas in which full-time District Health Officers are appointed in return for certain rights over their appointment and dismissal. As regards the Urban Branch the main recommendation was to bring about an amendment of the Municipal Act and accordingly an amending Act was passed during the last session of the Legislative Council. As regards the Port Health Branch nothing has been done hitherto. As regards the subordinate staff, many of them have been kept on temporary employment for 10, 12 and in one case 26 years.

M-2998. Do you think that the recommendations made by the Reorganization Committee with regard to the Port Health Branch are likely to be adopted by Government in a reasonable space of time ?—I am afraid I cannot say. It depends on the Government of India.

M-2999. With regard to Health Inspectors, do you find any difficulty in getting candidates for training ?—When I started the first training class in 1923, it was composed almost entirely of Indians, but now we have something like two-thirds or three-fourths Burmans. I have now more applicants than we have places for.

M-3000. As Director of Public Health, have you any control over health conditions of Rangoon ?—None whatsoever. But if anything went seriously wrong I would report to Government and await their orders.

M-3001. Has the local Government made any contribution to the Rangoon Corporation towards the public health of Rangoon ?—I do not think they make any direct contribution. Of course there is a Government Civil Hospital and they have also agreed to build a contagious diseases hospital.

M-3002. Are there no schemes of public health for which Government grant half the cost of supervision and so on ?—Government adopt that policy to a certain extent as regards the districts, but as regards Rangoon I cannot think of any such scheme except in the case of the maternity and child welfare centres maintained by a voluntary society.

M-3003. Are we to take it that you are dissatisfied with the control of public health in Rangoon municipality ?—Yes, the health conditions of Rangoon affect the health of the whole Province and personally I am not satisfied with the arrangements made to control the conditions in Rangoon. I think there should be closer co-operation between Government and the Rangoon Corporation through the medium of the Public Health Department.

M-3004. *The Chairman* : The Officer responsible for the health of the whole Province should by one means or other have some say in the methods adopted within the municipality to control public health in the city ?—Quite so.

M-3005. I take it you would not object to a grant to the Corporation from the Provincial revenues which would justify a certain share of the control ?—Personally I would not object to such a scheme, but I do not know what the Government would think of it.

M-3006. *Col. Russell* : In the Report on Public Health of Rangoon prepared by the Health Officer in 1926, he says that the Hindu male death rate is 25, the Muhammadan male death rate is 21 and Burmese male death rate is 42. What inference would you draw from those figures ?—I think we may say that the age groups among the Hindus and Muhammadans are such that deaths are rare.

M-3007. Have you any idea how these rates compare with corresponding figures for all-India, Burma and Rangoon as a whole ?—The figures are : approximately 15 for Rangoon, 24 to 25 for the whole of Burma, and 23 for the whole of India. They show that age distribution of Rangoon is favourable to a low death rate as compared to the whole of Burma and whole of India.

M-3008. So that it would be wrong if it was said that the age distribution of Rangoon was favourable to a high death rate ?—Yes, it must be wrong.

M-3009. *Mr. Clow* : How would these figures be modified if you corrected them for age distribution ?—I have not corrected them for age distribution.

M-3010. *Col. Russell* : These figures would not change much even though you corrected them for age distribution ?—I do not think they will change much.

M-3011. What are your views with regard to the restriction of immigration into Burma ?—From the health point of view I am all in favour of control of immigration. It should be effected preferably by inspection and, if necessary, detention, at the port of embarkation in India.

M-3012. *Sir Alexander Murray* : It will cover only people coming by sea ; what would you do as regards people coming by land ?—The vast majority of immigrants come by sea. Of course there is a land route from Chittagong and it is quite feasible to have a quarantine there also.

M-3013. I am not talking so much of people coming from outside into Burma but of people coming from outside Rangoon into Rangoon. It is stated that at one time a large percentage of small-pox cases in Rangoon was due to land imported cases and that the incidence of small-pox and other diseases is greater outside Rangoon than in Rangoon. When you are concerned with the public health of Rangoon what is the use of controlling only persons coming by sea and having no control over persons coming by rail from the hinterland ?—I do not know that the health conditions in Rangoon are so much better than the health conditions outside Rangoon.

M-3014. *Col. Russell* : It has been stated to us by the Health Officer that he was not aware that any re-vaccination was done in the province of Burma. Can you make any remark on that ?—We do a very great deal. Last year, I think, our re-vaccinations must have totalled something like one-third of the total vaccinations within the province.

M-3015. *Mr. Tyabji* : But is it not a fact that people suffering from small-pox would be coming from the districts into Rangoon and spread it ? —They could not spread small-pox if the Rangoon population was well vaccinated. As a matter of fact, under the 1928 Vaccination (Amendment) Act, the Corporation of Rangoon has the power, if it likes, to compulsorily re-vaccinate persons coming from other districts into Rangoon.

M-3016. *Col. Russell* : They have not done it ?—I do not think that the rules they have made provide for re-vaccination of persons coming into the city except by sea.

M-3017. In any case the Health Officer's statement that you do no re-vaccination is quite wrong ?—Yes.

M-3018. Have you got any suggestions to put before us as to the organization that would be required in these Indian ports for the control of emigration ? Should it be a Government organization or an industrial group organization or what ?—I would like to see Government control myself from the health point of view which is what I am interested in.

M-3019. *Sir Victor Sassoon* : If the organization at the Indian ports were one run by the industrialists and not by the Government, is there any reason why you should imagine that their medical examination would be any less severe than the Government one ?—No.

M-3020. Would there be an advantage to industrial organizations to get sick workers ?—I do not think so, but I think it is the duty of Government to attend to this sort of work.

M-3021. You are not suggesting this because there would be a difference in the medical examination ?—No, certainly not.

M-3022. *Mr. Tyabji* : Would you get all people coming in put into quarantine ?—No. I was speaking more especially of deck passengers. I would pass them through an inspection camp at the other end, and I would not quarantine them unless there was any necessity.

M-3023. *The Chairman* : Would you not, for instance, detain them for mass treatment of hookworm ?—If they came from a cholera infected place I should inoculate them against cholera. As regards hookworm I may say that in Burma it is not such a serious problem as it is in some other places.

M-3024. Is it not introduced ?—We get a great deal introduced ; I think most of the coolies are infected. But in Upper Burma we get a natural de-hookworming of the soil once a year and in Lower Burma where we get the soil washed clean once a year the disease is not severe. It is severe mainly in the intermediate zone cutting across Prome where meteorological conditions are suitable for hookworm.

M-3025. Is it a fact that something like 60 per cent. of the immigrants are affected by hookworm when they come ?—I have no figures, but I should estimate it higher. It is probably nearer 75 or 80 but not necessarily heavy infections.

M-3026. Since mass treatment has been invented and proved effective would it not be greatly to the advantage of the workers themselves that they should come here free from that weakening disease at the start of their work here ?—If I were organizing a camp I would go into that matter, but I do not think I would, at first, do more than treat all who had symptoms because there are a good many things one want to do. After all mass treatment for hookworm in cases where men are possibly infected with only half a dozen worms may be an unnecessary measure.

M-3027. *Sir Victor Sassoon* : How long does it take for one to get himself cured naturally if he were residing in Upper Burma ?—Generally there is a marked improvement within about a year if in the meantime he has not been re-infected.

M-3028. *Col. Russell* : I take it you are dissatisfied with the present housing condition of the labour here in Rangoon ?—Yes. There is very much overcrowding in these cooly lodging houses.

M-3029. Have you got any practical suggestions to make with regard to improving the housing conditions of these people ?—The only suggestions I would offer are that we build more houses or arrange for building them and at the same time enforce the byelaws that we have got.

M-3030. What procedure would you recommend as regards the enforcement of byelaws ?—I would like to see a real effort made to enforce the byelaws.

M-3031. How would you do that ?—I should take a test area of a few streets containing these lodging houses and I should preferably select the time of the year after the rains were finished when there would be very little hardship. I would then rigidly enforce the byelaws and see what the effect was. As far as I know, this has never been tried.

M-3032. *Sir Victor Sassoon* : Could you do that under the existing legislation ?—We might have to tighten up the byelaws a bit and that could be done easily. As far as my recollection goes, they are fairly satisfactory to my way of thinking.

M-3033. *Sir Alexander Murray* : If you try it in one area will you not be making a difference between one ratepayer and another as far as the enforcement of byelaws are concerned ?—Yes, but if we have got to try an experiment we cannot try it without selecting some one area.

M-3034. *Col. Russell* : Your idea is that you want to try and get something done ?—Yes. If the test proves successful then I would extend my area year by year only proceeding as we had the staff available. Of course, I should carry out propaganda and educative work at the same time. I think that as we enforce the byelaws in the area the pressure would increase and we might be more likely to get something done to reduce that pressure in the way of more housing.

M-3035. *Mr. Tyabji* : In the meantime where would these people go to ?—One of two things might happen ; they might crowd into other areas, or it might be successful in reducing the excess number who came over.

M-3036. If you knock out these people from certain areas would there not be increased congestion in other areas ?—There would be if we had the same number of coolies.

M-3037. Do you think that simply because you push them out from one area the excess number would leave Burma ?—No.

M-3038. If you begin immediately putting the Act into stringent force what would happen ?—As I said, I would begin with a small area where the lodging house keepers would be compelled to admit into their lodging houses only that number for which they were licensed.

M-3039. *Mr. Cliff* : Do I understand rightly that they do sleep in the streets after the rains ?—You can see quite a number of them sleeping in the streets in preference to crowded houses.

M-3040. Does that generally mean that there is no excess ?—I would not say that. Even in the dry season I have seen myself these lodging houses crowded.

M-3041. *Sir Alexander Murray* : Would you enforce the byelaws on the lodging house owner or on the occupier ?—As far as I remember, the wording is ' owner or occupier '. If you cannot find one you get the other.

M-3042. *Mr. Tyabji* : If you turn them out where can they find room to sleep ?—If they cannot find any accommodation they may sleep in the railway station or the streets as they do now in hundreds.

M-3043. You prefer that ?—I should prefer that to their sleeping in crowded rooms.

M-3044. *Col. Russell* : You would prefer to try and produce a crisis ? —Yes. I would like the byelaws enforced in the hope, first of all, of demonstrating that they could be enforced, and secondly, in the hope of producing an impasse or a crisis which would lead to something being done.

M-3045. *The Chairman* : The overcrowding is so profitable to either the tenant or the owner that a very heavy fine would be needed to be at all effective, possibly with the alternative of imprisonment ?—Yes, I would certainly have it if we could not do without it. I think the present conditions have got to be ended at the earliest possible moment.

M-3046. *Sir Victor Sassoon* : Would you consider sleeping out of the stations or in the streets would make the death rate of the coolies higher than sleeping in these congested lodging houses ?—I think that during the dry season, which is the period when I propose that a beginning should be made, it would not have much effect on the death rate.

M-3047. *Col. Russell* : Have you got any suggestions to make as to possible areas near the existing crowded areas of the town, which could be used for the extension of housing for labour ?—There is an area just opposite the secretariat, and at one time there was a proposal to the Development Trust to make use of it for housing. It is Government land and is lent to the Corporation who, in the meantime, are using a part of it as a store yard. There is an area there of, I think, 4 or 5 acres on which a trial building might be put up. That is in the watered and sewered area. Of course, there are other areas which are fairly central and which adjoin the existing watered and sewered areas of the town which could, I think, be used. They would be very suitable if water and sewerage could be extended.

M-3048. *The Chairman* : Are you familiar with the jail premises ?—Yes, from outside.

M-4049. Have you never been in ?—I have gone through it several times.

M-3050. Is that a site which is suitable in your opinion ?—I think it would be a very suitable place if the jail could be removed from there. The matter has been discussed for a number of years, and I do not know exactly where the matter stands now. But I think the question of finance has something to do with it.

M-3051. You would think that was good from the health point of view because it is in the watered and sewered area ?—It is not in the watered and sewered area, but it is just adjoining the area. The jail have their own tube well for water supply.

M-3052. Surely it is in the sewered area ?—No.

M-3053. *Col. Russell* : You would not insist on sewerage being a necessity if you wanted to get houses built soon ?—No, but I think it will make a difference. As a matter of fact it is fairly near the sewered area.

M-3054. It has been suggested to us that the Ahlone area might also be included. Is that a suitable area ?—Yes, if we can get better water supply. Of course, it is fairly near the watered and sewered area, but I think it is little bit far off for coolies working at the docks.

M-3055. *Mr. Tyabji* : Would that area be not satisfactory ? It has just been filled up with sand and you can sink tube wells ; it is an expansive land which is absolutely unused now ?—I am not sure whether it has been reclaimed sufficiently long or sufficiently well settled to be built upon.

M-3056. Of course, that is a question that has to be decided by engineers ?—There is also an asylum where we housed something like 7,000 coolies during the riot. I suggested to the Corporation to make use of it now to house 2,000 of their sweepers.

M-3057. *Col. Russell* : Do you consider that the hospital accommodation in Rangoon is sufficient ?—I would not say it is sufficient according to the ordinary European standard. If you add all the beds together, including those at the jail hospital, mental hospital and maternity shelters, the total would come to 2,363 which, I would not say, is sufficient.

M-3058. *Sir Victor Sassoon* : Would it be possible to increase the accommodation of the present hospital without very great capital cost ?—It would be possible, but the question of cost depends entirely on the scale

on which we are going to run the hospital. We have here the Ramakrishna Mission hospital which is run very cheaply and we have a Government General Hospital which is run, of course, very much more expensively.

M-3059. *Col. Russell* : If you could have cheaper hospitals in an area it would be useful for the labouring population ?—I can give my personal view. I certainly think it would be useful.

M-3060. On the question of tuberculosis brought about as a result of these housing conditions, a suggestion has been made that there ought to be a sanatorium. It seems to me that the building of a sanatorium would not be enough. Can you give your views on this question ?—It would only be scratching the outside of the problem. Before we can hope to get definite results we have to go into the fundamental causes of overcrowding. The next thing is the development of dispensaries.

M-3061. And publicity ?—Yes, propaganda.

M-3062. I see from the table that you have handed in that for the last year only 2,870 births were attended by midwives in the two hospitals out of a total for the town of 8,265. So that about 2|3 of the births are still being attended by outside midwives. I suppose that most of these cases are really being attended by unqualified midwives ?—I could not give the number ; I think the Inspector General of Civil Hospitals could. We have a certain number of qualified midwives practising but a big number are unqualified.

M-3063. So that the Act is really a dead letter, although it applies to a restricted area in Rangoon. If you have a restricted area in the city naturally the unqualified midwives will live round about the boundaries of that area ?—I think an unqualified midwife is forbidden to attend cases in that area.

M-3064. How are you going to check that ?—You have to be on the look out and report such cases.

M-3065. *Mr. Cliff* : Can we be sure that the Act is not widely applied ?—Yes.

M-3066. *Col. Russell* : The Engineer to the Corporation said that the water supply now allowed was about 60 gallons per head per day. Does that seem to you to be a large amount or a small amount in the present circumstances ?—I think it is an unnecessarily large amount if we exercise proper economy.

M-3067. So that you could use the balance of the saved water for additional areas ?—Yes.

M-3068. *Mr. Tait* : What is the average per head in Bombay, Calcutta and Madras ?—I have not got the figures with me. But I may tell you that the actual water supply scheme that was in force in Hongkong two years ago was 18—25 gallons. When I asked them whether it was sufficient they said that when they had 18 they were a bit short but if they had 25 they did very well. This is a place which has approximately the same population and climatic conditions as Rangoon. In England, I think, the average is 35 gallons. At present there is a great deal of waste going on here.

M-3069. *Col. Russell* : Does this 60 gallons per head apply to the whole population of Rangoon or only to a certain area which is supplied with pipe water ?—I think only to the area supplied.

M-3070. *Mr. Cliff* : Can you tell us what proportion of the population is supplied with water ?—I cannot say off-hand.

M-3071. *Sir Alexander Murray* : How many tube wells are there ?—There is a very large number.

M-3072. How many people sell water from the tube wells ?—The shipping is supplied with tube well water by one firm. The owner of a tube well at Golden Valley has made arrangements with the houses there for selling water, but I do not think I have seen anything in the nature of hawking. It is done on a large scale.

M-3073. I quite see that. But can you tell us how many people in all would be selling tube well water ?—I am afraid I cannot give the number

M-3074. *Col. Russell* : It has been suggested by the Health Officer that a considerable amount of disease in Rangoon is due to the badness of water and he refers particularly to the dangers to the water supply from the new Cantonment ?—I do not think that the new Cantonment which has now come into existence since the Health Officer's report was written adds materially in any way to the dangers. I do not think there is any danger to speak of from the new Cantonment because the water supply is beyond it and the catchment area is well protected.

M-3075. The Commission visited the area of Yenangyaung and found there that one area was under the control of the Burmah Oil Company, another was under the control of the Yenangyaung Municipality, and there were other villages in the oil field area which were under the control of the District Council. Taking a compact area such as exists at present and where you have got three parties, namely, the Burmah Oil Company, the Municipality of Yenangyaung and the District Council, what suggestions have you got to make for co-ordination of its public health policy ?—You could follow the example of Asansol in Bengal by combining these different organizations and forming a board of health.

M-3076. On the board of health you will have, I suppose, representatives of all these three bodies ?—Yes. I think it is a possibility. I cannot think of any very serious obstacles or anything illegal about it that it could not be done.

M-3077. Do you suggest that a similar body is necessary at Namtu for the control of areas like Panghai ?—I do not think there is the same problem in Namtu that there is in Yenangyaung. You have not got there three different local bodies. Panghai village is to all intents and purposes under the same medical control. I would not say there was any necessity for it at present.

M-3078. Have you any statistics dealing with the question of industrial disease ?—Lead poisoning is the only industrial disease which has come to my notice in Burma particularly.

M-3079. Have you any officer in your office who could advise or help the Namtu authorities in regard to the prevention of lead poisoning cases, or have you done anything in that connection at all ?—The present position is that the Director of Public Health is supposed to inspect Namtu once a year, and we have also arranged for the District Health Officer, Northern Shan States, whose headquarters are at Lashio, to inspect from time to time ; he usually inspects twice or thrice a year.

M-3080. But no special attention has been paid to the question of the control of lead poisoning cases ?—It was mainly with a view to lead poisoning that I made this suggestion to Government of which they did not approve.

M-3081. Have you ever heard of any cases of dermatitis reported from the oil fields ?—A. few ; we have no information of many cases.

M-3082. There are no other industrial diseases of which you know in Burma ?—Nothing of any importance that I know of.

M-3083. Have you got a malariologist in the Public Health Department ?—We have a malaria bureau in my department which does malaria surveys. The policy has been that I select the areas for survey and send out a party to survey them. Then generally I have arranged for a local committee to meet consisting of the engineers, the medical men and the Local Government officials such as the Deputy Commissioner and so on. If there are any industrial interests, we get them in too. We draw up a line of policy and carry it out. We have done a number of surveys and got a lot of work going on in various parts of the Province now, which is giving us very good results.

M-3084. Has there been any consultation between the Chief Medical Officer of the Burma Railways and yourself with regard to malaria ?—Yes, we are carrying out a joint scheme at the present moment at a place called Shwenyaung which is the terminus of the Burma Railways in the Southern Shan States.

M-3085. But there is no compulsion on the part of the railway to consult you ?—No, there is no compulsion ; the question of borrow pits and so on has been a thorny question for many years.

M-3086. *Mr. Cliff* : At the time that piece of line was laid was there any co-operation between your Department and the Railway Medical Officer ?—No, not as regards malaria. In fact we drew the attention of the railway to the fact that it was a malarious spot, but unfortunately they were committed then to a railway station.

M-3087. *Col. Russell* : We have been told that conservancy was not necessary in the jungle ; do you agree with that ?—No, I am afraid I cannot agree with that.

M-3088. You have various rules published in Appendix 12 of the Public Works Code ?—Yes. They were drawn up a good many years ago by my department.

M-3089. Is there co-operation between the Public Works Department and your department, and do you have any supervision over construction works ?—When we know of their existence and when we are asked to advise we do so ; for instance, the P. W. D. asked our advice on a big irrigation dam works.

M-3090. Do you mean to say there is no actual Government order insisting on the Public Works Department consulting you when they are starting a new construction work ?—I do not know of any special order laying it down. It may be in the P. W. D. rules. But I think the thing is so obvious. It may be neglected in cases. I think there have been occasions in which we have not been consulted ; but it is obvious that you must have sanitation on big works, and on that we certainly ought to be consulted.

M-3091. *The Chairman* : You would be in favour of a statutory provision that in all cases the Health Department should be consulted before the establishment of a large works ?—Unquestionably, if a statutory provision is necessary ; there should be a departmental order to that effect.

M-3092. *Col. Russell* : Col. Owens mentions as many as 300 deaths from starvation every year in Rangoon City ; are those cases actually of starvation and not really pathological ?—I have discussed it with him on several occasions ; it has been given a good deal of publicity lately. In a number of those cases it seems likely that starvation followed on certain diseases. If a man has dysentery he cannot eat a full meal. (*Mr. Page*) : I have had these figures analysed for the past three years ; it appeared that 444 had actually died of starvation in three years ; those were the numbers actually approved by the Police Surgeon as having died of starvation pure and simple.

M-3093. *The Chairman* : Mr. Havelock, Excise Commissioner for Rangoon, can perhaps answer a question I put earlier. We have been told that the opinion of the advisory committee of the Corporation with regard to the situation of liquor shops is disregarded by your department ?—(*Mr. Havelock*) : It is not disregarded ; the advice they have offered hitherto has been impracticable ; we have not been able to carry out what they want.

M-3094. Is it the policy of your department to put down as many liquor shops as correspond with the consuming needs of the people ?—Yes.*

M-3095. To get the largest revenue possible for your department ?—Not necessarily ; we provide shops for as many consumers as possible.

M-3096. You do not have regard to any moral or temperance question at all ?—No, I do not think that is of much importance.

M-3097. As much as people will drink you aim at supplying ?—We have restrictions of course ; we limit the quantity of liquor a man may purchase at a time.

M-3098. Is each individual ticketed ?—No, but the licensee is debarred from selling more than a prescribed quantity.

M-3099. How can he tell ?—There are officers to enforce these rules.

M-3100. In your opinion is it enforced ?—Yes, I think so to a great extent.

M-3101. What would they allow me to have if I lived in one of these places ?—It would depend on the liquor you required ; the quantity varies.

M-3102. Who would be the judge of that ?—We have different kinds of liquor and the quantity the licensees are permitted to sell varies. The purchaser is permitted to buy 4 quarts of country liquor.

M-3103. Is that per diem ?—At each purchase.

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*Note.—Mr. Havelock, subsequently furnished the following note in modification of his answers :

The Excise Policy is based on the following considerations :—

(*i*) that an extension of the habit of drinking among Indian population is to be discouraged ;

(*ii*) that the tax on spirits and liquors should be as high as possible without giving rise to illicit methods of making and selling liquor.

Subject to the above considerations, as large a revenue as possible should be raised from a small consumption of intoxicating liquors.

M-3104. I suppose he can purchase several times a day ?—Yes,there is nothing to prevent him from doing that. But he would be liable to prosecution if found in possession of more than the prescribed limit, *i.e.*, more than he is allowed to purchase at a single transaction.

M-3105. Would a man who was fond of whisky be able to get a bottle of whisky six times a day ?—There are no restrictions on the sale of whisky ; I am talking of country liquor. The consumption of foreign liquor is confined mainly to Europeans and Anglo-Indians.

M-3106. And they are not restricted ?—There are certain restrictions, but they are not so rigid.

M-3107. During what hours are these liquor shops open ?—They open at sunrise and close at 9 P.M.

M-3108. Then the policy of your department I take it from what you have said does not aim at any restriction of the consumption by diminishing the number of liquor shops ?—We have an annual proposal which goes before the Excise Advisory Committee.

M-3109. But we have been told you do not follow the opinion of the Excise Advisory Committee ?—They have made certain proposals which have not been practicable and they have refused to function because we have not accepted those proposals.

M-3110. In what way were their proposals impracticable ?—I cannot tell you off-hand without referring to previous records.

M-3111. The fact remains that this system seems to have broken down ?—In Rangoon it has.

M-3112. *Mr. Tyabji* : And in Moulmein and several other places ?—I am not sure about Moulmein or places in the district.

M-3113. *Sir Alexander Murray* : If an employer or other responsible party took exception to a liquor shop being too near his workmen's houses, and wrote to you, what notice would you take of their complaint ?—Provided the site complies with our rules and regulations, we do not as a rule take notice of it. In a town like this if we took notice of every complaint, there would be no sites left for liquor shops. The only prohibition we place on a site is that they must not be near a place of worship, a school, bazar and so forth ; but we cannot very well accept objections from one or two private individuals. It has not been uncommon in Rangoon for individuals to object to the sites of liquor shops in order to blackmail licensees.

M-3114. *Mr. Cliff* : Is there much sale of liquor in the early morning ?—There is more sale in the evenings I think. I do not think there is much consumption in the morning because most people are away at their work then.

M-3115. Would there be any hardship in the facilities for obtaining liquor being restricted in the morning ?—No, I do not think so.

M-3116. How do you determine when it is necessary to open new facilities for the sale of drink ?—We consult local option.

M-3117. *The Chairman* : Is that by a ballot, or how ?—No ; there is a notice as a rule sent round and we go by any objections that may be raised. I refer here to non-municipal towns and to villages.

M-3118. *Mr. Cliff* : Is that a notice sent to all the inhabitants in an area where you propose to open a liquor shop ?—No, a notice is generally put up in some conspicuous part of the village or town.

M-3119. *Sir Victor Sassoon* : But I understand you to say you take no notice of any private objections ?—Oh yes, we do ; we do not take notice of objections from one or two individuals.

M-3120. *Mr. Cliff* : Have you opened a new shop this year ?—Not in Rangoon.

M-3121. Did you open one last year ?—It is hard to say off-hand.

M-3122. Are you limited to Rangoon or are you Excise Commissioner just for the City of Rangoon ?—No.

M-3123. Can you tell us the amount of opinion and excise revenue for Rangoon and for the whole of the Province for the year 1929-30 ?—

	Opium Revenue.	*Excise Revenue.*
	Rs.	Rs.
For the whole Province	42,48,395	84,53,443
For Rangoon	3,06,168	23,92,351

M-3124. *Mr. Clow* : Do you accept the principle of local option with regard to the opening of fresh shops ?—Yes, and with regard to the sites of existing shops.

M-3125. Supposing you were convinced that the people in a particular area wanted the existing shops closed, would you accede to objections of that kind ?—Not if their objections went against our rules.

M-3126. But when they object to the opening of a new shop, can they only object on the ground that its opening would infringe your rules, or can they object merely on the ground that they do not want it ?—They can object on the ground that they do not want it.

M-3127. But they cannot object to existing shops on the ground that they want to reduce the number of shops ?—It would have to be considered if there were objections.

M-3128. You have not received any objections to the existing number of shops ?—We have received certain objections which are not practicable ; in some places the municipality has advised the abolition of all shops in the town.

M-3129. You would not agree to that ?—No, we could not consider a proposal of that kind.

M-3130. *The Chairman* : On what principle ?—It would mean prohibition and we cannot consider prohibition at present in Burma.

M-3131. *Mr. Clow* : But the closing of liquor shops in a particular area would not prevent people from purchasing liquor outside and importing it ?—It would lead to an enormous amount of illicit distillation and smuggling from other areas.

M-3132. The mere fact that there were no liquor shops in a particular area would not make it unlawful for a man to bring in liquor from outside for his own consumption ?—No, provided he did not break existing regulations.

M-3133. *Mr. Cliff* : I should like to see the rules under which the principle of local option is applied.

The Chairman : Are these printed rules ?—Yes, they are embodied in the Excise Manual.

M-3134. Will you supply us with a copy ?—Yes.

M-3135. *Mr. Tyabji* : Has it not several times happened that you have taken no notice of the applications of whole streets not to have liquor shops ?—We have taken notice of reasonable objections.

M-3136. You put a shop, for instance, in the Dhoby-Line in face of the protests of the whole locality ?—I have no recollection of this. If it was done, it happened long before my time.

M-3137. Do you consider that is the meaning of local option ?—No.

M-3138. *Sir Victor Sassoon* : Is there much illicit distillation and supply of liquor in Rangoon to-day ?—Yes ; a great deal of illicit liquor is manufactured on the outskirts of Rangoon and brought into the town.

M-3139. So that in spite of the case with which liquor can be obtained lawfully, there is still an illicit supply ?—Yes.

M-3140. Is that because the illicit liquor is cheaper ?—Yes, the illicit distiller is able to undersell the shops.

M-3141. We are told by the Municipal Commissioner that it was considered that where employers did not supply housing to their work people, it should be the duty of the Provincial Government to do so ; is that agreed to by Government ? (*Mr. Nichols*) : I should say decidedly not.

M-3142. What are the views of Government on the subject ?—So far as I know, the provision of housing is a matter for private supply and not for Government interference at all.

M-3143. Do they consider the Municipality has any duty in that connection ?—I do not think it has been admitted that it has a duty. I do not say that if they wished to spend money on providing housing Government would object, but it is not laid down as a duty in the Act. Of course, housing is not part of the work of my department.

M-3144. Your department looks after the Development Trust. If one of us were to suggest that a development trust might develop the areas round or near Rangoon, it would be said that they cannot do so because there is lack of water. Whose duty is it to supply water ?—The municipalities.

M-3145. Supposing the municipality does not do it, is the development of Rangoon delayed until the municipality changes its mind ?—It is delayed at the moment because of the inadequate supply of water.

M-3146. Then nothing can be done from the point of view of Government on that ?—Until the water is produced nothing can be done.

M-3147. So that if the municipality refuses to supply water, the Development Trust cannot develop the city, and private enterprise cannot produce water except by tube well ; you come to a condition of stalemate ?—That is the position at the moment.

M-3148. And that is the policy of Government ?—No.

M-3149. Is it the policy of Government to allow such a state of things to continue ?—Speaking from the Revenue point of view, I should think decidedly not. I do not know what is the point of view of the Local Self-Government Department.

M-3150. We were told by the Municipal Commissioner that there was a water scheme which was going to produce water in 3 or 4 years ; does anybody here know anything about that ?—(*Mr. Nichols and Mr. Page*) : I do not. (*Col. Jolly*) : I have had a copy of a scheme for extension of supply to Rangoon ; it is going to be put up for consideration.

M-3151. It is merely a paper scheme ?—(*Mr. Nichols*) : Yes, so far ; it is a municipal scheme. After receiving the approval of the municipality, it will have to receive the approval of Government.

M-3152. So that there is no knowing when that scheme will actually materialize ?—There is no knowing.

M-3153. *Mr. Cliff* : Has your Department been consulted with regard to the draft Bill providing that the Development Trust should build certain rest houses and lodging houses ?—The Revenue Department is responsible to some extent for the Development Trust and was consulted about the Bill.

M-3154. Can the Development Trust take on this duty without your sanction ?—No, it is for the Revenue Department to see that the Development Trust does not take on expenditure outside the present Act, and then it is not obliged to undertake expenditure under a new Act which will lead it into difficulties.

M-3155. *Sir Alexander Murray* : In other words, your policy is obstructive and not constructive ?—To a certain extent that is correct.

M-3156. *Sir Victor Sassoon* : Which Department mothers the Bill ?—It was originally drafted by the Judicial Department, which deals with labour generally, and then revised.

M-3157. I think that Bill is now going to the Development Trust to collect its views on it : which particular Member will bring it forward as a Government Bill ?—The Judicial Department on the Home and Political side.

M-3158. You are speaking as Revenue Secretary : have you seen that Bill ?—Yes.

M-3159. Do you appreciate that the houses will be built by the Development Trust and will be so sold at a loss to private individuals as to allow those private individuals to make a profit from those houses ? Would that be an unfair way of giving the results of that scheme ?—I cannot say whether that would be the policy under the Act.

M-3160. They will build houses by means of the tax on those leaving this country, and they will pay for the difference between the cost of those houses and the price which a private individual would be prepared to pay for them, so that he can make a fair profit on the deal ?—I think that might be so.

M-3161. Do you consider that is a proper way of spending provincial revenues ?—My only interference in the matter is to see that other money is not spent on it. If money is provided for this purpose, I am to see that that money and no other is spent on that purpose.

M-3162. If the Council deliberately decides that they are going to institute taxation for this purpose, then you see that is carried out ?—Yes.

M-3163. Mr. Page, do you consider that is a proper way of dealing with the situation ?—(*Mr. Page*) : There has been a great deal of difference of opinion. I have attended meetings of the Development Trust in which they discussed this matter.

M-3164. We have heard of public bodies losing money for the purpose of helping labour, but have you ever heard of a case in which public money was spent so as to definitely put the profits into the hands of a rackrenting landlord ?

Sir Alexander Murray : Is it not the case that millions are being spent on building tenements for the working classes at home up north on the basis that is being described ?—(*Mr. Nichols*) : In any case, I think the present policy is rather inchoate at the moment. Various things are provided for in the Bill as matters for discussion. It has to be put before the Council and passed there.

M-3165. *Sir Victor Sassoon* : Supposing you said that if private interests built houses of a certain size and certain specifications they might be helped by Government, would that not perhaps be better than allowing a public body to build them and sell them at a loss to private individuals ?—That is provided for in the Bill. One of the objects is the provision of subsidies to private builders, and another is the building of houses by the Development Trust.

M-3166. *The Chairman* : Do I understand you quite clearly that the Government considers it has no responsibilities at all for housing in Rangoon and places the whole responsibility on the Corporation ?—It is not a matter for my Department, except so far as the land is concerned.

M-3167. *Sir Alexander Murray* : It is the case that the Development Trust owns a good deal of land in the City of Rangoon which formerly belonged to Government ?—It is vested in the Development Trust on behalf of Government.

M-3168. They own 5 to 6 square miles ?—I think it is something like that.

M-3169. So far the Development Trust have prepared the land for building, but they have not done anything in regard to the building of houses ?—No. They have been leasing this land out.

M-3170. As I read the Act constituting the Trust, they may with the sanction of Government prepare schemes for improvement and town planning ?—Yes.

M-3171. Have any schemes been submitted to you so far as you are aware ?—I do not think so. I have been only 4 months in the Revenue Department.

M-3172. The Development Trust said definitely to us that they cannot build houses except at a loss : do you know that ?—I do not know they ever considered the building of houses except chawls for the workmen.

M-3173. We have a statement from them that no scheme for erecting buildings for the accommodation of the cooly population can be run except at a heavy loss ?—I take it that is the Chairman's own view.

M-3174. The Corporation also say that no houses conforming to the building regulations can be built to give a profitable return on the capital that is necessary : have you seen that statement at all ?—No.

M-3175. Do you accept that as a fair statement of the position ?—From the fact that accommodation is so limited, it may be correct.

M-3176. The Development Trust has been acquiring and developing the land, and they own practically 25 per cent. of the ground area of the city of Rangoon. As I understand it, when they sell any land, they seem to buy more land, to keep up the quantity of land that they own ?—The land used to consist of two separate estates, the Government estate and the Trust estate. It has been combined now. The Trust estate was purchased with the idea of improving and selling it, whereas with regard to the Government estate the policy is to conserve it and not to sell it.

M-3177. If the Development Trust sells any land, it has got to buy more land ?—It has now become a Government estate to be conserved, and sales will be the exception.

M-3178. For 10 years the Development Trust has spent a great deal of money on roads and other improvements ; it holds up the land practically, so that it cannot be bought and built upon to enable workmen's houses to be built except at a loss ?—I do not think the Trust has been holding it up. So far as the Trust estate is concerned, the recent amalgamation has been caused entirely by the fact that they could not get a market for the land in Rangoon, though they would be glad to sell it.

M-3179. The Corporation and the Trust between them have to decide the standard of roads, drains and other equipment. It is natural for the Corporation to say that they want first class roads and first class drainage, as the more expensive they are the less they would have to spend on them in the near future. Therefore, they are automatically putting up the value of all the land ?—Yes.

M-3180. Does it not seem to you therefore that a certain amount of responsibility must rest on the local Government, who directly or indirectly own one quarter of the building sites in the town of Rangoon, if by that policy they are holding up the land, because the public know that if the Development Trust parts with an acre or two they have to buy another acre or two, and it is everybody's policy to keep up the value of the land ?—In the past possibly the acquisitions on behalf of the Trust estate might have affected the price of land, but now that the estate is not to be sold, it cannot have any effect on the price of land at all.

M-3181. Do you agree that the expense that has been incurred by the Development Trust on making first class roads and drains and other equipments demanded by the Corporation has so increased the value of the building sites that it is not an economic proposition to buy that land and build houses which would pay a return on the money ?—I cannot say without seeing the figures on the subject. I agree that it

has increased the value of the land, but whether it has increased it to an unreasonable extent I cannot say.

M-3182. Have you ever used the Land Acquisition Act for the purpose of acquiring land for workmen's houses or for other industrial purposes in Rangoon ?—No.

M-3183. The Holland Commission in 1916 made a recommendation that where land was desired for industrial purposes or for erecting workmen's houses, the local Government should proceed to acquire that land under the Land Acquisition Act : do you know anything about it ?—My impression is that the recommendation has not been given effect to ; I do not remember seeing it.

M-3184. To your knowledge has any land been acquired for industrial purposes or for the building of workmen's houses ?—The Burmah Oil Company's pipe line is the only instance I know. That acquisition was justified, because the pipe brings the oil down from various companies.

M-3185. *Mr. Cliff* : Is that pipe line only for the Burmah Oil Company ?—Any oil of any company has to pass through this pipe.

M-3186. *Sir Alexander Murray* : Suppose here is an obviously insanitary or congested area in Rangoon, and the Corporation does not do anything special to improve directly or indirectly such an area, what power the local Government has over the Corporation to make them move in the matter ?—As a matter of fact, the Development Trust has acquired reclaimed insanitary areas during the past 7 or 8 years.

M-3187. There was a letter issued by the local Government in December 1929 to all the local bodies asking them what they would recommend in the way of providing houses for immigrant labour. Do you know anything about it ?—(*Mr. Page*) I do not know anything about it. (*Col. Jolly*) I have a copy of the letter here.

M-3188. *Sir Victor Sassoon* : Supposing an employer wanted a particular plot of land for the purposes of putting up workmen's dwellings, have you got any right to acquire it ?—(*Mr. Nichols*) I do not think so.

M-3189. *Mr. Cliff* : Has the memorandum supplied to the Commission the approval of the local Government ?—I do not know who supplied that memorandum.

M-3190. *Sir Victor Sassoon* : Mr. Page, did you supply it ?—(*Mr. Page*) The information was compiled by various officers under the direction of the Financial Commissioner.

M-3191. *The Chairman* : It was just a compilation without any revision ?—Yes.

M-3192. *Mr. Cliff* : Have Government approved this memorandum of evidence which has been submitted to the Commission ?—(*Mr. Nichols*) I cannot say.

M-3193. I understand that the local Government appointed an enquiry committee in 1926 to enquire into health and sanitation in Rangoon : do you know anything about it ?—I do not know.

M-3194. Included in the terms of reference of that enquiry committee was the question of housing of coolies and so on. We have been given in this Government memorandum a summary of certain of the recommendations of that committee. No. 1 is a recommendation that all employers, whether commercial bodies or public bodies, should provide their permanent labour force with suitable accommodation of an approved type. Has the Government taken any steps to give effect to the report and recommendations of the committee ?—(*Col. Jolly*) Yes, a number of the recommendations have been given effect to.

M-3195, Can you tell us whether Nos. 1, 2 and 3 are being given effect to ?—All that I can tell you is that a letter was issued from Government to the Development Trust on this question of housing, and that led to a number of proposals being put forward. There was a special committee called by the Development Trust to consider the question, which made certain recommendations to Government.

M-3196. Has the Government called the attention of employers and public bodies to that particular recommendation No. 1 ?—That I cannot say. I know of no action having been taken.

M-3197. No. 2 deals particularly with what the Rangoon Corporation should do : has that been referred to the Rangoon Corporation ?—I presume the report has been sent to the Corporation, but I do not know of any action having been taken on No. 2.

M-3198. Was any consideration given by Government as to the steps that should be taken to give effect to the report of that committee in respect of these three items ?—So far as I know, there has been no Government pronouncement on the report of the committee in the form of a resolution, which is the usual way in which these reports are dealt with.

M-3199. It does rather indicate that Government having appointed a committee and included this matter in the terms of reference do accept some responsibility for housing ?—I cannot interpret Government's views ; I can only give you my own views.

M-3200. *Sir Alexander Murray* : Mr. Nichols, I understand Burma has now a Cabinet Government : do Ministers and Members of the Executive Council meet as a Cabinet ?—(*Mr. Nichols*). In practice, they do discuss things, but the decision, I think, is the decision of the Ministry or Executive Council concerned.

M-3201. It has been known for 18 months that the Royal Commission were coming up to Burma : to your knowledge, have the Ministers or any Member of the Government attempted to meet and discuss anything connected with housing or other matters connected with labour, with a view to laying their recommendations before the Commission ?—I do not think that as a matter upon which I could disclose information. In any case I have been in the Secretariat for only 4 months now ; so I would not know.

M-3202. *Mr. Cliff* : Mr. Page, in answer to a question by the Chairman about the duties of your office you said that " Labour Commissioner " was really a title. Taking the recent strike which occurred, would it be within your province as Labour Commissioner to try and effect a settlement or in any way to use your good offices in connection with a settlement ?—(*Mr. Page*) Before a strike has occurred, not after. There

is a Government order on that subject that if necessary I should act as a mediator when any strike was brewing.

M-3203. That is if a dispute is apprehended ?—Yes. That arose out of some reference from India, where they had the same problem.

M-3204. As Labour Commissioner, would it be within your province at all, taking the recent dispute as an example when they came out on strike and demanded an increase of wages, to use your good offices as Labour Commissioner ?—Yes.

M-3205. Can I find out whether in this particular strike which occurred there was any approach to either party before a settlement was effected ?—On my part I tried to approach one of the leaders of the coolies, Mr. Narayen Rao, to see if I could get into touch with him to do something. He gave me an evasive answer. I could not get further than that. It was known he was encouraging them to stand out for the increased wage. I tried to get into touch with him quite on my own responsibility as Labour Commissioner.

M-3206. Was there any approach to the employers ?—Not by me.

M-3207. Can you express any opinion with regard to the questionnaire which was issued in respect of the reduction of hours ? Can you express any opinion as to whether the hours of labour in the docks should be reduced ?—I cannot.

M-3208. Can I know from the Factory Inspector or from any responsible officer of Government whether there are any views on the question of reduction of working hours ?—So far as I am aware there are none at all.

M-3209. In connection with the dispute that you had here, after the stevedores had agreed to concede an increase of wages, under what powers was the Conciliation Board appointed ?—I think under section 3 of the Trades Disputes Act.

M-3210. Was that because it was a dispute between the labourers and the stevedores ?—It was not specifically stated in the order of Government. I took it to be a dispute between workmen and workmen : it was a dispute between *Coringhis* and Burmans.

M-3211. Was there any trade dispute between the Burman stevedore labourers and the Indian stevedore labourers ?—There was a fight.

M-3212. Was there any trade dispute ?—No, excepting in the sense that the Burmans wanted to be employed.

M-3213. Did the Burmans make any application to the stevedores to be employed by them ?—I do not think they did. Everything was in such a state of turmoil.

M-3214. There was a state of turmoil, and I understand a committee was appointed, as you pointed out under the Trades Disputes Act, when there was no trade dispute ?—The only way I could see that there was a legal basis for setting up a Conciliation Board was because it was a dispute between workmen and workmen of different nationalities.

M-3215. *Mr. Clow* : There should be an apprehension of a dispute ?—There was so apprehension of a dispute.

M-3216. *Mr. Cliff* : What I understand from the records is that the strike breakers and the strikers had a fight. This fight has nothing to do with a trade dispute. As far as I understand from the record of the proceedings, this Conciliation Board was formed to give effect to a decision already taken by the Government : am I correct ?—That is practically what it amounted to ; it had been already settled more or less.

M-3217. *The Chairman* : When the decision was taken by the Government, I take it that certain private parties had been called in ?—Yes.

M-3218. They were parties supposed to be more or less representing the two contending parties. We are told that when the fifty-fifty decision was arrived at, it was in fact agreed between representatives of Burman and Indian labour : is that the case ?—The Resolution says " Personal enquiries made by His Excellency the Governor have shown that the Burmans who were employed when the strike was on feel that they were summarily discharged on Monday morning. A concrete suggestion that has been made is that a proportion of the ships should be loaded by Burmese labour if that labour is available, the rest being loaded and unloaded by Indian labour." That is the preliminary paragraph before the appointment of a Conciliation Board was mentioned.

M-3219. *Mr. Cliff* : I suppose the justification for the continuance of this so-called Conciliation Board at the present moment is that they were definitely appointed to carry out the details of the decision already arrived at ?—It practically amounted to that.

M-3220. Does it mean that Government were imposing a settlement on a body of men who had already obtained a settlement with their employers ? The body of men did not actually come forward. Neither the *Coringhis* nor the Burmans came forward before the Conciliation Board. The position was rather curious. I was a member of the Board which called up stevedores, captains and agents of ships and so on. The matter was discussed with them and the 50-50 basis was arrived at. But it was found that the 50-50 basis was rather wide ; it might mean 50-50 as regards ships or as regards the number of men on either side. We first discussed how we were going to work out the 50-50 basis. The difficulty was, men of both nationalities could not be put together on the same ship. If it had been possible to do it, there would have been no difficulty in working the men 50-50.

M-3221. Is this the result of the intervention of Government that a body of men came out on strike perfectly legitimately under the Trade Disputes Act and succeeded in gaining their object but have been deprived of the results of their fight by the intervention of Government ?—I do not think that is quite the right way to look at it. It was a period of great strife and tension and the Conciliation Board was formed more for the purpose of tiding over a very difficult period. I may say, strictly speaking, it was not so much a question of a trade dispute at all, but an attempt to ease the tension.

M-3222. Is it your suggestion that at a time of crisis the Government took an unusual action ?—It really amounts to that. The application of the Trade Disputes Act was, as far as I gather, only a way of legalizing the appointment of the Board.

M-3223. *Mr. Ahmed* : In your budget for a Burmese family living at Syriam, there is a deficit of income and it is balanced by a few annas and odd. How is it you have not included the remittances to dependants ? Do they not send anything home in the village to their dependants ?—It is a Burmese family and the whole family lives at Syriam.

M-3224. In your budget for " Chittagonians-Single " you give the total monthly expenditure as Rs. 36-5-0 out of which he makes a remittance of Rs. 10-7-2 to his dependants in the village. If it costs a single worker here as much as Rs. 26 will it not cost much more for his family of wife and some children at home ?—I cannot tell you what their expenditure will be.

M-3225. In your budget why have you not said anything about barber and soap ?—Both are included in the item " Others ".

M-3226. What provision have you made for letters ? Do not the Chittagonians, the Tamils and the Telugus write any letters to their people at home ?—These items are included under one or other of these general heads.

M-3227. What about shoes ?—It comes under clothing.

M-3228. *Mr. Clow* : These are only actual budgets and not ideal ones on which you constructed the cost of living ?—They are only actual budgets.

M-3229. *Mr. Ahmed* : Why have you included contributions from relatives also as a source of income ?—These are the various sources from which they obtain money. Our investigators took the actual facts.

M-3230. In estimating the value of the firewood, have you taken into account the cost of collection also ?—We have estimated the value of the wood which includes the time taken to chop it and so on, by what it sells for in the bazaar.

M-3231. In taking the amount realized from rearing livestock, have you taken into consideration the cost of gram and other cattle food necessary to rear the animals ?—It is all obtained free in the jungle. The owners let the goats feed in other people's compounds.

M-3232. *Mr. Tyabji* : What is your view with regard to the suggestion that unemployment became acute when the price of paddy fell considerably during the last two years, especially in 1928 ?—Of course the fall in the price of paddy affects unemployment, but I cannot say exactly when it became acute.

M-3233. On what lines was the resolution on unemployment in the Legislative Council opposed by Government ?—I think you know as much as I do about it. Government said that it was not a problem peculiar to Burma.

M-3234. With regard to the number of accidents in your quarries, if you did not include accidents amongst convict labour in quarries, how would you be presenting a correct picture of the number of accidents ?—I have looked into the figures and found that the number of accidents to jail labour is very small. Of course it would not be an entirely correct picture

M-3235. What was your award in the arbitration of the Printers' Association ?—I have given no award. I was asked to make an enquiry into the grievances and make a report to Government.

M-3236. Is it a confidential document ?—I do not think so.

M-3237. During the strike, when Burmese labour was working in the place of Indian labour, was there any sign of bad blood between the Burmese and the Indian labourers ?—I saw a case reported in the papers that a Burman was assaulted. That is all I remember.

M-3238. When the strike was settled, did Indian labour in any way object to the employment of Burman labour ?—Not so far as I know.

M-3239. Just after the riots when these Indian labourers were being housed and fed in different places by Indians, did not some officers of Government want to stop this feeding ?—I do not know. I saw a letter repudiating such allegations.

M-3240. *The Chairman* : Mr. Swithinbank, I understand you are the Secretary to Government in the Local Self-Government Department ?—(*Mr. Swithinbank*) Yes.

M-3241. Does the Provincial Government claim that it has no responsibility for any of the housing questions that have arisen in Rangoon and that they are solely within the province of the Municipality ?—I am afraid the question has not come before me since I have been in the Secretariat. Public Health is divided between two secretaries in the Secretariat. We are now proposing to combine all public health subjects under one Secretary. Meanwhile, for one reason or other these questions have not come before me.

M-3242. If the position in the city of Rangoon is as bad as it has been painted to us in your own official documents, it is a menace to the health of the province. Is that too strong a suggestion ?—No, I do not think so.

M-3243. Has not the Government of Burma some responsibility for the health conditions here ?—Certainly it has.

M-3244. Supposing the Municipality was not carrying out its particular duties with regard to housing and health, has the local Government any power to intervene, short of supersession ?—I am afraid I cannot answer that. The Rangoon Corporation has its own Act. I have never looked up the question of what specific powers Government has of interfering with the Corporation.

M-3245. Anyhow you will agree that Government has some responsibility co-ordinate with that of the City Corporation in the matter of housing, health and so on ?—I should rather say that Government has a responsibility for seeing that the Corporation fulfil its responsibility.

M-3246. *Mr. Clow* : It is open to Government to take steps to relieve the housing situation if they consider that the circumstances justify that ?—Yes. The normal way of taking any action is to put pressure on the local body responsible.

M-3247. *Sir Alexander Murray* : Could you give us a note telling us how many ministers' or members' departments cover the problems affecting labour as constituted in the local Government here ?—Yes.

M-3248. *The Chairman* : Reference has been made in the Government memorandum to the recommendations of the special committee appointed by the local Government to enquire into public health in Rangoon. We should very much like to know in detail those recommendations and the action, if any, that has been taken or contemplated to be taken on them.

Col. Russell : We would like to know, in particular, what action is contemplated to be taken with regard to water supply because the chief complaint of the Rangoon Corporation is that they have no water.

The witness : (*Mr. Page*) I am told that the position now is that two alternative schemes, one by Mr. Mann and another by Mr. Walker, both of the Rangoon Corporation, have been sent to the local Government for criticism. (*Mr. Swithinbank*) I have just received the papers from the Corporation with a request that Government should get the advice on the scheme either from their consulting engineer or from their own Government officers.

(The witnesses withdrew.)

BURMA.

Thirteenth Meeting.

RANGOON.

Saturday, 8th November 1930.

PRESENT :

The Rt. Hon'ble J. H. WHITLEY (*Chairman*).

Sir VICTOR SASSOON, Bart.
Sir ALEXANDER MURRAY, KT., C.B.E.
Mr. A. G. CLOW, C.I.E., I.C.S.
Mr. KABIR-UD-DIN AHMED, Bar-at-Law.
Mr. G. D. BIRLA.
Mr. JOHN CLIFF.
Lt.-Col. A. J. H. RUSSELL, C.B.E., I.M.S. (*Medical Assessor*).

Mr. J. TAIT.
Mr. S. A. S. TYABJI.
U AYE MAUNG.
U HLA BU.
} *Assistant Commissioners.*

Mrs. TE TE LUCE (*Lady Assessor*).

Mr. S. LALL, I.C.S.
Mr. A. DIBDIN.
} *Joint Secretaries.*

Mr. J. A. CHERRY, C.I.E., Chairman, Commissioner for the Port of Rangoon, and Mr. E. J. B. JEFFERY, Traffic Manager, Port Commissioners' Office.

M-3249. *The Chairman* : Would you tell me in a few words, the constitution of the Port Commissioners ?—(*Mr. Cherry*) The Port Commissioners are constituted under a local Act. The Chairman is appointed by Government. A number of commissioners who hold office *ex-officio* are also appointed by Government. The remaining commissioners are elected by various bodies.

M-3250. Bodies concerning shipping ?—Four members are elected by the Burma Chamber of Commerce, four members by bodies representing the interests of the non-European mercantile community. Of these there are two Indian, one Burmese and one Chinese Commissioner. One Commissioner is elected by the Corporation and one by the Rangoon Trades Association. The *ex-officio* Commissioners consist of the Collector of Customs, the Agent of the Burma Railways and the Chairman of the Rangoon Development Trust. The three Commissioners appointed by Government are the Principal Officer, Marine Department and representatives of sea-going and inland shipping. There are 17 in all.

M-3251. I think we asked you earlier if you could give us figures with regard to your tonnage of exports and imports during 1929 ?—I have here a statement showing the exports of rice and timber and the balance in tons for every month of the year 1929. As regards imports I have the tonnage figures of coal and salt and the balance for every month also during 1929 :

Sea-borne Trade of Rangoon for 1929.

——	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Total.
	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.
Exports—													
Rice ..	101,911	169,026	270,115	215,261	261,096	206,760	143,247	169,165	129,658	139,222	134,840	99,489	2,039,790
Timber ..	13,288	12,442	16,144	5,500	5,947	25,365	14,288	30,049	11,995	19,682	16,859	13,264	184,823
Balance ..	163,419	197,108	151,325	202,292	72,621	46,755	89,796	62,264	132,273	99,224	88,659	144,341	1,450,077
Total ..	278,618	378,576	437,584	423,053	339,664	278,880	247,331	261,478	273,926	258,128	240,358	257,094	3,674,690
Imports—													
Coal ..	68,756	26,138	53,676	22,805	47,905	49,868	71,160	62,799	69,172	104,003	53,602	69,817	699,701
Salt	9,051	4,913	11,758	5,306	1,483	2,727	15,014	6,314	1,607	7,703	10,813	5,411	82,100
Balance ..	73,931	69,368	76,281	104,702	82,506	56,720	82,629	88,103	57,003	63,475	100,142	61,732	916,592
Total ..	151,738	100,419	141,715	132,813	131,894	109,315	168,803	157,216	127,782	175,181	164,557	136,960	1,698,393

I have also a statement here showing the tonnage of exports and imports handled during 1929 by the Labour Contractors at the Commissioners' wharves and jetties.

Tonnage of exports and imports handled during 1929 by the Labour Contractors at Commissioners' wharves and jetties.

	Exports.	Imports.	Total.
	Tons.	Tons.	Tons.
January 1929	14,393	69,803	84,196
February 1929	16,486	58,432	74,918
March 1929	15,025	68,094	83,119
April 1929	17,372	69,602	86,974
May 1929	14,329	62,634	76,963
June 1929	17,310	55,188	72,498
July 1929	16,484	57,040	73,524
August 1929	16,303	64,284	80,587
September 1929	16,649	47,129	63,778
October 1929	17,196	51,360	68,556
November 1929	18,858	64,408	83,266
December 1929	17,911	62,809	80,720
	198,316	730,783	929,099

M-3252. With regard to labour, we have learnt the extent and nature of your contract labour. You have in addition to that a good deal of departmental labour. What is the proportion between the two ?—At our workshops we employ on a daily average about 500 skilled and unskilled labourers. On roads, buildings and wharves, etc., under Civil Engineering, there is a daily average of about 400. And there are about 120 as the daily average on our sweepers' staff. All this labour is engaged, maintained on the rolls and paid individually. The service may be regarded as practically permanent employment, in that individuals serve over many years except for intervals when they go to their country during which time they are without pay. On their return, they are, if suitable, drafted into vacancies as they occur.

M-3253. In fact they do return over and over again and are re-employed ?—Yes. We have within the last few years endeavoured to keep

a record of them, and many, we know, have been in our service for from 30 to 40 years. The records are wanted because we have instituted a system of payment of gratuities on retirement for long, faithful and efficient service even for these temporary labourers.

M-3254. You encourage them to come back over and over again to the same job by means of a gratuity ?—It is not only that, but the gratuity is to enable them to retire with something at the end of it all. It is only within the last few years that we have introduced this system of gratuities. That is a reward for long service.

M-3255. How do you recognize them when they come back again ?—That has been a difficulty hitherto owing to our incomplete early records, but we are hoping for and doing our best.

M-3256. We have seen in some places a system of cards or little books, and a man gets, as a right, preferential employment if he comes back again after recognized leave to his old job ?—We have not introduced that. As I said, it is only within the last few years that we have introduced records, or what we may call service books, to deal with this temporary labour. All our other labourers like the seamen have had their service books for many years, but as regards the temporary labour we have no reliable record of old service before the introduction of the new system.

M-3257. Will the service book contain a photograph as well as the finger prints ?—The question of having a photograph has not been considered, but we have the finger prints on record.

M-3258. This really is a system of recognized leave ?—We do not give these labourers any leave.

M-3259. I do not mean leave with pay. I mean that if they go home for 3 years and come back. We are anxious that recognized leave should be separated from absenteeism or anything of that kind ; it adds to the self-respect surely of a worker if he applies for 3 months' leave and it is granted and if he knows that if he does not overstay he will have preference ?—I do not think we have gone as far as that with regard to this temporary labour. They go off for as long as a year or two years sometimes.

M-3260. But everything you do in this direction would be to the benefit of the employer in that he would get back his skilled men ?—We encourage all good workers to come back and in fact, we actually do get them back.

M-3261. From what you have just told us your departmental labour in the total is greater than your contract labour ?—On the average undoubtedly, it is about 1,000 a day.

M-3262. That is the labour that you pay directly ?—Yes.

M-3263. Will you tell us what are your reasons for not making direct payments also to the other labour you contract ?—Whenever we have considered changing it the difficulties mainly by reason of the numbers required from day to day have prevented us going on with it any further. Actually the whole matter was very fully considered only last year by the Commissioners when a new contract had to be entered into. We were desirous of making a small beginning by attempting to employ departmental labour, and a proposal was put forward for the Commissioners'

consideration that they should start departmental labour for the handling of those minerals that you saw. It was necessary for us to start like that in a small way, if at all, because the Commissioners' traffic staff who would have to direct their operations have and had no experience in engaging or handling labourers of that type ; and if an experiment of running the labour departmentally was to be tried it would have to be started on a small scale. The question was before the Works Committee of the Commissioners on the 30th April of last year, and the following is recorded in the minutes :—

> " The Committee unanimously agree that it is inadvisable at the present time to introduce departmental labour in any form on the wharves and jetties, but it can be tried in the warehouses ".

We have tried it in the warehouses where we have regular employment for a small number. They are actually only 30. We pay them Rs. 30 a month and they have constant and regular work. The main objection to employing departmental labour on the wharves was and still is the fact that one day we may want 200, the same night we may want 400, the next day 1,000 and the day after 100 ; it varies to that extent.

M-3264. As against the direct employment a contractor who has a widely spread business is able to switch off these men to other work in the way that you would not be able to do ?—That has been my experience with the contractors we have had. I have been here nearly 10 years. I came to find a labour contractor with the job since 1918 who, like the present contractor, was also a labour contractor in rice mills and other works. He could, as you say, switch his labour from one to the other where the demand was greatest, and therefore he could employ labour daily and regularly whereas, if we attempted it, on some days we should have too much and on other days far too little. To proceed with the consideration of the matter by the Commissioners, the whole case was put up the following day to the Finance Committee and this is recorded in their minutes. " The vice-chairman (who was and still is the Agent of the Burma Railways), states that he is most strongly opposed to the introduction under existing conditions in Burma of departmental labour (that is of the type employed on the wharves), and gives it as his experience from the employment of very considerable labour forces on the Burma Railways that the system of labour supply under contract is infinitely to be preferred to departmental arrangements. Mr. Grant (who is the Chairman of the Development Trust and a Government officer in the Indian Civil Service), states that the movement for the decasualisation of labour has already had wide effect in Europe, and by legislation in parts of India, and while appreciating the peculiar position of employers of labour in Burma owing to their dependence on labour imported from India he is of opinion that at some future date the demand for the abolition of the *maistry* system will take a practical form in Burma. If, however, the Commissioners are agreed that the introduction of departmental labour is undesirable under existing conditions he suggests that that opinion should be recorded and any idea of introducing such labour in the near future should be definitely dropped. The Committee support the recommendation of the Works Committee with regard to the supply of labour on the wharves and jetties and are of the opinion that the introduction of departmental labour there is neither desirable nor feasible under existing condi-

tions." Those are the records of the Commissioners made last year when the whole question of employing departmental labour on the wharves came up. I was on leave at the time and that is why I have read them out. I entirely agree with what is recorded as regards this wharf labour.

M-3265. You are aware no doubt that allegations are made about the contract labour system and the *maistry* system. As in so many other cases probably there are good and bad points within the system. Have your Commissioners given any consideration, without abolishing the contract and without abolishing the *maistry* from his proper sphere of usefulness, to the means by which these alleged deductions and hardships on the coolie could be removed without destroying the efficiency of the system ?—I do not think the Commissioners as Commissioners have ever considered that point, but we as officers have considered it, and I think generally our feeling is that the viciousness of the system is largely exaggerated. The system is not as bad as it is generally made out to be.

M-3266. Let us take that for granted for a moment. Sometimes there are systems which give rise to a good deal of suspicion and uneasiness, part of which may not be justified. Still at the same time what I am putting to you is is it possible to reform this system, retaining its business efficiency and remove these possibilities of suspicions of what in other countries would be called graft ?—I should think that any system is perfectly open to improvement, but in what direction have you in mind actually ? You mean alleged deductions from the pay of the coolies before they get it ?

M-3267. Yes.—That could be got over. I suppose arrangements could be made to pay them direct if that is what you mean.

M-3268. I am asking you from the point of view of your business experience. Assuming for a moment that the allegations are exaggerated it is fairly obvious that there is some basis ?—Have you in mind that at the end of a job a man is to be paid what he has earned without any deductions ?

M-3269. Is that possible ?—I have no doubt that it could be worked, but it would be more costly than the present system to the employer.

M-3270. *Sir Victor Sassoon* : How would you know that a particular man was the right man in a particular gang ?—You would have to take means to identify him, presumbaly by giving him a token from day to day or from shift to shift even.

M-3271. You mean a colour token or a number for each gang ?—I have never gone into that, but you would have to do something of that nature.

M-3272. *The Chairman* : You think it is not impracticable to devise a scheme ?—Surely it would not be impracticable ; but on the other hand it would cost more to the employer.

M-3273. *Mr. Clow* : How does the contractor identify his men ?—I have no idea ; through his *maistries* presumably. Each *maistry* has got a small number working under him ; the contractor pays the *maistry,* except in the case of his permanent labourers. I suppose he or his manager would recognize upto a few hundreds, as we have to, through our time-keepers and people of that type.

M-3274. *The Chairman* : What you submit to the Commission is that the system of contract labour, where the fluctuations are great in the

demand from day to day or even almost from hour to hour, is of advantage to you as employers and also is of advantage to the worker in that by reason of the possibility of switching him from job to job he gets a larger number of days work in a month than he otherwise would do ?—Most certainly.

M-3275. At the same time you would be ready to consider any proposals, keeping the efficiency of the system from those points of view, which would remove the possibility as far as it could be done of unfair deductions from the worker by the *maistry* or the gang *maistry* ?—That would be for the contractor, would it not ? We pay the contractor on tonnage handled. He pays the *maistry* and thence the coolie himself. But you would have it that the Commissioners should come in and see if this money goes actually to the coolies employed ?

M-3276. Naturally, in the letting of your contract you take into consideration the character of your contractor and therefore in all probability the kind of way in which he will deal with the labour, and it is your interest, even through a contractor, that your labour should be well handled, well organized and justly treated. You would recognize that as part of your duty in letting a contract, because I understand that in your recent change you did not let the contract to the lowest bidder. In fact, you eliminated two bidders in favour of the third lowest because you had most confidence in him ?—That is so.

M-3277. That shows that you do look at it from a broad point of view ? Yes.

M-3278. We understood that your contract made last year was for only two years ?—That is so.

M-3279. Is there some special reason for making it so short ?—The last contractor started in 1918, and it was an annual contract which was being renewed year after year until last year. The present contractor might possibly be dealt with in the same way.

M-3280. *Sir Victor Sassoon* : In practice, there is continuity ?—Yes.

M-3281. *Mr. Cliff* : You said that you employ contract labour because it is more convenient ?—Yes, on the wharves.

M-3282. Take the statement with regard to the tonnage of exports and imports handled on the wharves and jetties. Would you suggest that there is any port in the world that has less variation in the monthly tonnage than you have ?—No, it is very regular.

M-3283. This statement appears to me to render it comparatively easy for you to employ labour direct ?—That is not our experience. This is a queer port. On Monday morning we get a large number of arrivals. On Friday we get a large number of departures. The wharves will have, I do not say every week but generally on Mondays, Tuesdays and Wednesdays, six ships along side while on other days they may not have any.

M-3284. Even then that does not make it any more difficult for you to deal with the labour direct, does it ? You simply pay the labour contractor ; you really are a stevedore ?—Stevedores are different altogether. This labour is only concerned with cargo on the wharves.

M-3285. You make payment to the labour contractor and do nothing more than that ?—That is so.

M-3286. I cannot see what is your difficulty in really handling cargo. It seems to me that the view of the Finance Committee that contract labour is infinitely better than departmental labour is expressed in rather unusual language ?—I have already told you that I was quoting from the minutes as drafted.

M-3287. I put it to you that it is extravagant language ?—It is a fact that from our point of view on the wharves and jetties contractor labour is infinitely to be preferred.

M-3288. *Sir Victor Sassoon* : From the workmen's point of view is it also better ?—I agreed with the Chairman that from the point of view put forward by him it probably was preferable from the worker's point of view, because he was likely to be switched off on to another job and to get more regular work.

M-3289. *Mr. Cliff* : According to your labour contractor, he employs I think 16 gangs regularly on your work ?—That is about it, yes.

M-3290. What is the difficutly in your handling those 16 gangs ?—There would not be any difficulty.

M-3291. *The Chairman* : It is with regard to the margin I suppose that the difficulty arises ?—Yes ; some days it is down to 200 ; sometimes he would barely have employment for those 16 gangs. This has been the most convenient from the employer's point of view, and that is one of the reasons why we have not wanted to change ; the contractor hitherto has been extraordinarily efficient ; his labour as far as we know and as far as we can see has always been well treated. We have had examples of this in the only two strikes we have ever experienced here : last year and in 1924 : in both cases the labour contractor's men never went out on strike, and as long as we could afford them protection and look after them they worked all the way through.

M-3292. *Mr. Cliff* : I understand, the contractor has a certain number of gangs to whom he pays Rs. 37 a month, and they are prepared to labour all the days in the calendar month for Rs. 37 ; he says that his casual labour average 20 days a month, which makes their earnings Rs. 35 a month. Will you explain to me how he gets any men in his permanent gangs ?—I would rather not attempt to.

M-3293. *Sir Victor Sassoon* : Is not there a possible answer to that that the permanent men are employed month after month while the casual labour need not be the same men each month ?

The Chairman : That is what the contractor himself told us, that what he calls his permanent men were paid work or play.

M-3294. *Mr. Cliff* : You have said that your other labour is practically permanent ; then why cannot you have men on a permanent roster ?—They are more or less, from day to day when they are here. They are on the roster all the time they are in Rangoon ; they only go off the roster when they go to their country.

M-3295. If they go away, is it not possible for the Port Commission to arrange an organized system of leave ?—We have it in the case of what we call our permanent menials, all the seamen and so on : but it entails a

great deal of work and is not always satisfactory either from our point of view or that of the labourer. Under Government rules, which we follow in this, they are entitled to certain periods of leave throughout their service. If they overstay that leave, which they invariably do, they are liable to—and actually do if we strictly interpret the rules—lose their jobs and have to start afresh. We are now endeavouring to get all our labour of this type, and even certain of the seamen, on to what we call the temporary staff ; they get exactly the same benefits but are not under the same restrictions as regards leave. What happens is that a man goes off to his country and is allowed under the rules say 6 months' leave. Invariably that is not enough for him, he wants more ; the rules will not permit him to have more ; he overstays his leave ; he will stay away often 18 months or 2 years, or as long as his money lasts ; when he wants more money he comes back.

M-3296. Are you proposing to employ any Burmese labour ?—Not at the moment. We are quite ready to, and we actually do in the workshops where about 100 Burmans, mostly skilled men, are employed.

M-3297. What is your labour cost per ton of cargo handled on your wharves and jetty ?—I will let you have that.

M-3298. I want to find out what you pay your labour contractor and whether there are any additional charges ?—The labour contractor in respect of import cargo gets 17½ per cent. of the schedule landing charge ; that is, he gets 17½ per cent. of Rs. 2-3-0 for every ton of import cargo that he handles. Every operation is subject to a specific charge. (*Hands in a statement*).

M-3299. You cannot speak of the cost of the labour which is overside, but you can speak of the cost of the labour which is at the wharves and jetty ?—Yes.

M-3300. Can you give it to us for the year 1929, the gross figure ?

M-3301. *Sir Alexander Murray* : Referring to page 35 of the Administration Report for 1929-30, could you tell us what tonnage was handled for Rs. 4,69,773 last year as against the tonnage handled for Rs. 5,77,353 during the previous year ?—I could, but that would not help very much, because we have got a new contractor. You could not get a correct comparison because the labour contractor now is provided with certain mechanical handling plant which we run at our cost, whereas previously the payment was made to the labour contractor who maintained it.

M-3302. *The Chairman* : Mr. Cliff wishes to have a simple figure of tonnage in relation to labour cost for the last complete year ; that will be one single figure ; you can give us that ?—Yes.

M-3303. *Mr. Cliff* : What is the total number of your craft such as dredgers and the crews ?—May I refer you to page 37 of the Establishment Schedule before you ?

M-3304. Is 660 the total of crews ?—Yes.

M-3305. Is all the gear that the contractor uses under your supervision ?—We provide it all.

M-3306. What about the gear of ships ?—That is supplied by the shipping company or the stevedore.

M-3307. Is there any outside inspection at all ?—Not as far as I am aware.

M-3308. Would you be opposed to regulations being framed under an Act providing for inspection of your gear ?—We had that point referred to us only last year ; I think it was in connection with the Workmen's Compensation Act. We suggested that we should not object but we did not want it to be under the Factory Inspector. We thought Government could safely trust a body like the Port Commissioners to carry out the requirements of any Act, but that we should not object to an inspection at any time by any official of the Government of India who came round to see that we were doing what we said we were.

M-3309. *Mr. Ahmed* : What is the lowest pay you give to the *khalasis* ?—The very lowest of all is Rs. 22 a month, but that is subject to allowances in addition which you see at the bottom of page 37 of the Establishment Schedule. A fourth class stoker gets Rs. 22, but then he is frequently entitled to what is known as a sea-going allowance if he is liable to be away from Rangoon for more than 24 hours at a time ; or he may be entitled to what we call a fire allowance because he is liable to be called out for emergencies such as fires and other things.

M-3310. The cost of living, food, for a man is from Rs. 15 to Rs. 20, is it not ?—No, I am quite sure it is not as much as that in Rangoon ; it is nothing like that.

M-3311. How much is it ?—I should think the majority of these people live on Rs. 7 to Rs. 9 a month, not more.

M-3312. And that is the cost for food ?—Yes.

M-3313. What is the cost of other necessities, supposing he wants a pair of slippers or a *dhoti* ?—We provide these people with uniform.

M-3314. Are they always in uniform ?—No, not always.

M-3315. Then what will be the cost of *dhotis* : say half a dozen a year ; will that be Rs. 24, or Rs. 4 each ?—I could not tell you.

M-3316. What will be the cost of two pairs of shoes in a year ?

The Chairman : Do they wear shoes ?—I do not think so.

M-3317. *Mr. Ahmed* : Do they not wear shoes in winter ?—No.

M-3318. Or even in summer when they come off the steamer do they not wear shoes ?—I could not say ; I have never seen them with shoes.

M-3319. You have told us what is the cost of food which they take in their mess ?—I said cost of living.

M-3320. I asked you the cost of food, and you said it was Rs. 7 to Rs. 9 ; you have said that is the cost of messing ?—No, I did not ; I said cost of living, and I consider, from the experience I have had, that cost of living probably includes every expense that he is likely to have in Rangoon.

M-3321. What are they ?—All these little things you talk about, these *dhotis* and slippers if he wants them.

The Chairman : The answer is that Rs. 7 to Rs. 9 covers the all-in cost of living.

M-3322. *Mr. Ahmed* : Can you tell us the particulars ?—No. My experience of these people is that if they are here, as the majority are, just to earn a certain amount of money, they have no desire for any luxuries. A number of my old servants of this type regularly come to me and receive at the beginning of every monsoon advances from me ; it may be Rs. 50. Their pay may be anything from Rs. 18 to Rs. 25, and they never have the slightest difficulty in repaying me at the rate of Rs. 10 a month with the utmost regularity.

M-3323. If a man receiving a salary of Rs. 18 spends Rs. 9, are there any other expenses ?—No, I should not think so.

M-3324. You have said these Chittagonians are ambitious ; if a man is ambitious does he not like to live clean and well dressed ?—They do.

M-3325. If they do not make any attempt to clothe themselves properly and put on shoes, what do you mean by ambitious ?—These Chittagonians live on board the craft, in the first place ; they are provided with a uniform which they wear on all official occasions.

M-3326. When they are at work ?—Yes, and when they are not at work they have a rag round them and squat about ; their expenditure they are efficient.

M-3327. You say it is not considered that there are any steps which can be taken which would greatly improve their efficiency ?—No, because they are efficient.

M-3328. And you pay them you say an average of Rs. 22 ?—No, that is the lowest class of stoker ; they have the opportunity of working right up to serangs and engineers, and they do so. They can rise up to be an inland master and he gets up to Rs. 150.

M-3329. They work from morning till evening ?—No, between sunrise and sunset.

M-3330. They also work on Sundays ?—But, as the statement shows, only a minimum of work is carried out on a Sunday.

M-3331. Whenever necessary they must come on call ?—Yes.

M-3332. You say it may be said that they do not exceed an average of 8 hours a day ?—Yes, that is the average which they rarely exceed.

M-3333. But when you say " it may be said ", does that mean it is your conjecture ?—Yes.

M-3334. A man working on the engine or boiler works from sunrise to sunset ?—No, between sunrise and sunset.

M-3335. He works when the steamer is plying ?—Yes.

M-3336. And the steamer plies from 6 o'clock in the morning till 9 o'clock in the evening ?—No. The work in this port is tidal ; ships come and go about high tide and the launch crews, for instance, work for perhaps 3 to 4 hours straight off ; then they may not have any more work for that day. At dead low tide there may not be a craft of ours moving.

M-3337. Do you mean to say that is so throughout the year ?—No, I say it varies from day to day ; I am giving you one specific instance.

M-3338. I am asking you generally ?—I cannot give a general answer.

M-3339. You say employees are granted leave and leave allowances in accordance with the terms of bye laws ; will you give us a copy of your bye laws ?—Certainly, I will send it to you.

M-3340. *Sir Alexander Murray* : In this statement of seaborne trade of Rangoon for 1929 loaded in the stream you have shown the exports of rice to be 2 million tons and the exports of timber 184,000 tons ; there is a balance of 1,450,000 tons. What does that balance cover ?—Mineral oil 700,000 tons, etc., etc.

M-3341. Is that exported the same as rice and timber, in the stream ?—It is taken in the stream.

M-3342. What other items are there ?—Oil cakes 50,000 tons, bran and pollard 300,000 tons, meals 70,000 tons, metals 180,000 tons and so on.

M-3343. As regards imports, unloaded in the stream, you have given us the coal and salt figures, and there is a balance of 916,000 tons. What is that balance ?—Fuel oil is one big item.

M-3344. I notice that you changed your contractor last year, and that you accepted the tender of Messrs. Thaver Brothers, being one of 26 firms that tendered. It must be very acceptable business doing Port Trust work, when you have 26 firms tendering ?—Yes ; we have the reputation of being good employers.

M-3345. Are all the 26 recognized ?—No. A large number of them are just associations with the idea of getting this contract.

M-3346. *Mr. Tait* : Is it not because it is all the year round work rather than seasonal ?—It is good regular work, and the contractor is regularly and properly paid.

M-3347. I notice that on your last year's contract you saved a lakh of rupees or roughly 20 per cent. ?—It is not an entire saving, because the old contractor had to provide all plant, but now we are providing and running all the mechanical plant such as tractors, conveyors, etc., the charge in respect of which goes against another head of account.

M-3348. *The Chairman* : The conditions of the contract were revised ?—Yes.

M-3349. *Sir Alexander Murray* : The old contract covered the period up to the 30th of June ; and the new contract from the 1st of July. Could you let us have the 1929 figures for each of the contracts instead of for the whole year ?—Yes.

M-3350. On page 36 of your annual report you say that you instituted the system of departmental labour for handling a certain proportion of the goods ?—That is a very small number.

M-3351. You point out that you saved 22 per cent. by introducing it : could you not save much more if you extended departmental labour ?—Not on the wharves, because there are large fluctuations there. These 30 departmental men are regularly employed, day in and day out.

M-3352. The fluctuations are not very large : your average imports and exports handled at the wharves taken together run between 70,000 tons and 80,000 tons ?—That is so.

M-3353. The question of over-time would be the difficulty : suppose you had departmental staff based on imports and exports of 77,000 tons a month for the wharves, you would have to arrive at a fixed number that you would employ ?—Yes.

M-3354. You would pay them at a certain rate. I take it that if you had them working over-time or for night work you would have to pay a good deal in over-time ?—We might get casual labour to fill it in : I am not saying that we can run this departmentally. Another difficulty is that not a single officer on the higher paid staff talks the language of these coolies.

M-3355. What is the total amount of your labour in the workshops and other Departments ?—It is about 1,000. The following statement will give you the information :

Workshops	*About 500 employed.*
Skilled labour	.. 300
Unskilled labour	.. 200
	500 of whom Indians are about 400 and Burmans about 100 .
Civil Engineering—	
Road, buildings, etc.	About 400 employed.
Conservancy	About 100 employed.

M-3356. On page 36 of your Annual Report for last year, you give certain percentages of sickness and leave for the traffic department. There are only 530 people, so far as I see ; 218 superior and 320 menials ?—That is on the permanent staff.

M-3357. Evidently, the superior staff shows much more sickness than the menial staff. The average sickness in the superior staff is 4.48, in the menial staff it is 3.35 and for workmen 6.64. The menials not living in as good conditions as the superior staff would be more prone to illness than the superior staff : why should the superior staff get more sickness ?

The Chairman : I take it that it only gives certified sickness : there may be a great deal of uncertified sickness ?—The figures relate to people who get certificates from the dispensary.

M-3358. Others go to their own doctors ?—They may or may not be ill enough to go.

M-3359. *Sir Alexander Murray* : With regard to leave the average for the superior staff is 5.50 and for menials 8.18. What does it actually mean ?—The percentage number of the staff on leave from month to month during the year. 8.18 per cent. of the menials were absent on leave throughout the year.

M-3360. In your workshops you have 500 employees, on the Civil Engineering side 400, and sweepers 120 : what proportion of that would be housed by you ?—Out of the 500 in the workshops and 400 on Civil Engineering we house only about 700. All the sweeper labour is housed.

M-3361. What is the total number of people that you house ?—About 1,000 altogether in quarters on shore.

M-3362. Will you supply us with a statement giving the total number of permanent employees under various Departments, both superior and menial staff, and the total number of these housed ?—Yes.

M-3363. Will you also send us a statement showing the total labour, including contractors' labour, under various Departments and the number of these housed ?—Yes, but we do not house any of the contractors' labour.

M-3364. In Mr. Bennison's report we see that the Port Commissioners employ over 2,250 workmen. In your figures I do not see anything approaching that number. In the Engineering Department, Mr. Bennison's report says, you are employing 1,750, whereas you are only showing about 1,000 ?—That probably includes the 660 that we employ on launches and other craft. Under the Chief Engineer labour is also employed on workshops and other craft.

M-3365. What would it cost you to build houses ?—I can give you some figures with regard to that. We have recently taken out some estimates with a view to building two-storeyed masonry barracks for coolies, with latrines, etc., and the cost for accommodating about 100 coolies is Rs. 30,000 exclusive of the land, or Rs. 300 per head.

M-3366. *The Chairman* : Are you proposing to house more ?—Yes. We have a scheme at King's Bank on the other side of the river. I have already got 200 housed over there, but we had to stop because there is no water. For the last two years we have had to provide water by water boats at a cost Rs. 32 per head per annum. We are now constructing a reservoir there, which will enable us to double the number of people to be housed immediately, at a cost of Rs. 8 per head per annum for water only.

M-3367. *Sir Alexander Murray* : Is it not possible to sink tube wells at that point ?—The Irrawaddy Flotilla Company and the Bombay Burma Trading Company have expended very large sums in trying to find water there, but they have never succeeded ; the water is brackish.

M-3368. *Mr. Clow* : Are there any available statistics of accidents to the labour employed in the port ?—Yes.

M-3369. Are they given in your administration report ?—The medical officers' returns will be the best for that. There were 71 minor accidents last year on the wharves, but no fatal accidents.

M-3370. Does that refer to all labour including the labour on ships ?—No : we have no record of that.

M-3371. Supposing an accident occurs to a man loading or unloading a ship, you are not responsible for it ?—We know nothing about it, as a rule, unless the man is brought on to our premises.

M-3372. Who is responsible for it ?—The stevedores who employ the man.

M-3373. Who is responsible for making investigations into it ?—The Port Police.

M-3374. Suppose that in loading the load from the crane falls down and kills a man, who is responsible for the investigation ?—I believe this comes under Mr. Page, the Labour Commissioner. He took up the case of four coolies poisoned in the hold of a British India ship about three months ago.

M-3375. *The Chairman* : That is from the point of view of compensation : but from the point of view of the cause of the accident, would he have anything to do with it ?—I could not tell you.

M-3376. *Mr. Clow* : Do you contemplate that you would be responsible for accidents on the ships ?—No.

M-3377. Then who would be ?—I could not tell you.

M-3378. *Mrs. Luce* : Will you be providing quarters for married labourers in your new barracks ?—No. These labourers are rarely if ever accompanied by their women folk. I have no experience of any of these labourers being accompanied by their wives.

M-3379. Supposing they bring their families with them later on, there would be no housing accommodation for them ?—We have none at present.

M-3380. You will not have any accommodation for married men in your new barracks ?—We have never considered that question yet. If there was a demand for it later on, no doubt it would be provided.

M-3381. Looking at the very congested areas in Rangoon, do you not think it is very necessary to have better housing for married labourers ?—It is very desirable, but the ordinary labourer does not bring his wife to Burma at present.

M-3382. It is a very big problem, and I think it is desirable that they should be persuaded to bring their families with them. I think they will do so if the housing accommodation is available and if they are induced to do it ?—That may be ; I do not know.

M-3383. *Mr. Tait* : On the question of strikes and lock-outs, you say that the strike of 1924 was organized by parties who were antagonistic to the labour contractors and to their *maistries*, and that the bulk of the labourers were in complete ignorance of the reason why they were on strike. Assuming that your labour force formed themselves into a union or joined a larger union, would you feel satisfied that the union would be operated solely in the interests of the workers for legitimate disputes between the workers and you as employers, or would you, from your personal experience in India and in Burma, anticipate outside influences abusing these powers ?—I think outside influences would abuse these powers.

M-3384. *Mr. Tyabji* : There was an unfortunate case in the High Court with regard to some alleged corruption on the part of the officers in the Traffic Department : since then what changes have you made to remove bribery and corruption ?—The Port Commissioners have never admitted that there was bribery and corruption.

M-3385. But the High Court upheld it ?—The Port Commissioners then appointed a special committee who examined the whole matter very

completely and issued a report in which they made it perfectly clear that in their opinion the charges were entirely unfounded.

M-3386. In view of that, have you changed any of your executive methods to remove any sources of corruption ?—The Port Commissioners could not find any indication that corruption was in fact existing.

M-3387. *The Chairman* : There was some dispute between two contractors, or a contractor and a sub-contractor ?—The allegations started with what, to the satisfaction of the Commissioners, were proved to be false books. The labour contractor concerned has since done six months imprisonment for putting in false books for income tax returns.

M-3388. Was that your labour contractor ?—That was the previous one.

M-3389. *Mr. Tyabji* : What happened to the officers against whom the allegation was made ?—Their reputations, as far as the Port Commissioners were concerned, were cleared. The Traffic Manager was given six months' pay in lieu of notice and retired to England ; the Assistant Traffic Manager was given leave preparatory to retirement at his own request.

M-3390. Have not the serangs, the *khalasis,* the assistant *maistries,* etc., to stay on launches continually for 24 hours ?—That is their home.

M-3391. They are given no quarters whatsoever ?—Not where the launch is big enough to live on. Persons who are employed on those launches which are too small to provide living accommodation are housed at Brooking Street.

M-3392. They have to be on call day and night ?—No. A certain number of them have to be on call. We have to face emergencies in the port at any moment, and a certain number of the staff are always on call.

M-3393. My information is that all of them have to be on call practically all the time ?—I do not think your information is correct.

M-3394. Do they get any Sundays off ?—As Sundays, probably not.

M-3395. Do they get any other holidays off ?—As holidays, no ; not the whole lot. The work in the port goes on day in and day out, year in and year out, and a certain number are always on call.

M-3396. Do those who are not on call get any holidays as such ?—Yes. All their religious holidays are observed by them, and they get their holidays.

M-3397. Are those who have to work on religious holidays paid anything extra ?—On religious holidays they are let off as far as possible. We do not pay anything extra for the people to work on holidays.

M-3398. When they work at night, do they get anything extra ?—They get a regular allowance, which we call the fire allowance, of Rs. 5 ; it applies to all people who are liable to work out of ordinary hours. There are several hundreds of them who get it, and that is in lieu of any night special pay.

M-3399. But you have steamers working night and day : do you not have a double shift for those steamers ?—We have not got night steamers. The only launch that is supposed to work night and day is one of the police launches, and we have a double crew for that. That is the only

launch which theoretically works night and day, at night and at day, not the whole night and the whole day.

M-3400. Do the crew of the launches come under the Workmen's Compensation Act ?—Not at present.

M-3401. Would you agree that they should be brought in ?—We have no objection. In fact, whenever we have an accident to any of our labourers or menials, it has been the Port Commissioners' practice, notwithstanding the limitations of the Workmen's Compensation Act, to pay them the compensation they would be entitled to under that Act ; we have had several such cases.

M-3402. Has the fire allowance been now cancelled ?—They still get it, but we have a scheme under consideration in which we are going to put all allowances on a better basis. Fire allowance is the name that we give to this allowance which pays these people for all the extra jobs at night and at other times ; it is a misnomer. We have under consideration the alteration of the designation, but there is no idea of cutting the people down.

M-3403. Why have you raised the pay limit of the provident fund from Rs. 30 to Rs. 65 a month ?—The pay limit is in fact Rs. 50 a month and in fixing that limit we have merely followed other bodies. Many employees in the past have objected to contribute to the fund. It has been found that a more satisfactory way of dealing with these menial employees is to give them a gratuity when they retire after a long faithful and efficient service.

M-3404. Is not a provident fund better than gratuity ?—I have an open mind as to whether a provident fund or gratuity is the better. We have under consideration the extension of the benefits of the provident fund. But we think that provident fund for certain of our employees and gratuity for others works satisfactorily.

M-3405. In what way is gratuity preferable to provident fund ?—When the gratuity was introduced it was preferred because there was nothing before that. Later on it is quite possible, almost probable, that a far larger number of employees will be admitted to the benefits of the provident fund.

M-3406. Why do you not allow the employees to accumulate their leave and take it when they need it ?—In these matters we follow the Government rules.

M-3407. Why do you not invariably accept medical certificates even though they happen to be countersigned by Civil Surgeons ?—We do not accept these certificates in cases where we have very good grounds for suspicion.

M-3408. You have suspicion even with regard to certificates signed by Civil Surgeons ? Would you be in favour of doing away with certificates altogether and simply grant the leave due to a man when he asks for it ? One need not necessarily be ill in order to take leave ?—There are many people who habitually take leave up to the limit which is earned, if we are prepared to grant it. It upsets records and the smooth working if employees do not return when they are due.

M-3409. Do you invariably promote men from the lower grades, or do you often bring in men from outside to fill higher posts ?—Very rarely do we bring in men from outside. All things being equal we promote men.

M-3410. Why have you kept the semaphore station salaries less than those of others ?—Presumably because the work of that staff is not worth more. The man has to sit still all day long. It is known as a very soft job.

M-3411. Do you pay a lump-sum to the contractors for workmen's compensation ?—No. We did pay something to the contractors in the first year when the Workmen's Compensation Act was passed, because the contract had been entered into previously. But whether we continued that or not, I do not remember. I would rather not commit myself without looking up the papers.

M-3412. Who pays compensation to contractors' labour ?—We specifically provide in the contract that the contractor is responsible for any payments of that sort. Presumably he provides against it in his price.

M-3413. *The Chairman* : Could you give us some details about the gratuity you pay your staff for long service ?—The gratuity is calculated on the rate of pay of the man and the number of years of service he has put in. I will send you a copy of the rules governing the grant of gratuities.

M-3414. Does it begin to operate even after three years' service ?—If he is invalided after three years' service he gets it. He does not get it until he is invalided or retires at a certain age.

M-3415. Suppose a man goes home to his country once in three years and comes back to you again over a period of 20 years, what will the gratuity amount to ?—The period spent on leave will be deducted from his total service. If he has put in an active service of 17 years he will be paid a gratuity calculated on 17 years' service. He may not get 17 months' pay, because under the rules there are three classes of employees and each class comes under slightly different rules. It is a lump-sum payment in lieu of pension.

M-3416. Is not this word " gratuity " rather a misnomer ? Usually it means something given by grace or favour and not as of right. But I understand from your statement that your employees can claim it as of right, if they comply with certain conditions ?—Yes, it is a right. I will send you a copy of the rules.

(The witnesses withdrew.)

[The Commission adjourned to Delhi.]

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ROYAL COMMISSION

ON

LABOUR IN INDIA

EVIDENCE

Vol. XI.

SUPPLEMENTARY.

PREFACE.

In this volume are printed:

I. The bulk of the replies to the supplementary questionnaire issued by the Royal Commission on Labour in India in April 1930, and

II. A selection from the information furnished to the Commission from various sources in the course of their enquiry to supplement the written and oral evidence tendered in answer to the Commission's letter of August 1929.

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ROYAL COMMISSION ON LABOUR.

PART I.

Letter from Mr. S. Lall, I.C.S., Joint Secretary, Royal Commission on Labour in India, to all Local Governments and Administrations excluding the North-West Frontier Province and Baluchistan, No. L.C.-5 (1), dated the 7th April 1930.

The Royal Commission on Labour is about to complete the first stage of its enquiry and the Chairman and Members feel that, while Local Governments and others have taken great care and trouble in the preparation of memoranda and written statements, which have proved invaluable, the information evoked by the list of subjects circulated last year is in certain directions hardly sufficient to enable them adequately to discharge the terms of their reference. They would be greatly obliged, therefore, if the Local Government could supplement their evidence in two respects before the Commission completes its enquiry next cold weather and commences the writing of its report.

2. The Commission is required by its terms of reference to enquire into and to report on the standard of living of the workers. A full discharge of this part of its reference would involve the collection and preparation of statistics based on family budget enquiries on a scale which has so far been attempted only in a few centres such as Bombay, Sholapur, Ahmedabad, and Rangoon. No adequate statistics of the kind are available in regard to other important centres. It has therefore been decided to lay the position before Local Governments and to ask for such data as it may be possible to provide by the commencement of next cold weather. The decision as to the material which can be produced in the time must rest with the Governments concerned and this letter is to be regarded in the light of a supplementary questionnaire asking for information in regard to the standard of living of the workers. The Commission does not wish to prescribe any particular procedure for securing this information but it feels that it may be helpful if Local Governments are given some indication of the lines upon which, in the opinion of the Commission, a useful enquiry, practicable within the time, could be undertaken by Local Governments.

3. The Commission fully appreciates the fact that a full enquiry on the lines of those recently conducted at Ahmedabad and Rangoon is out of the question within the time available, more especially as such an enquiry would necessitate considerable preliminary training of staff. Failing a comprehensive enquiry, whose results would be subject to scientific statistical treatment, the Commission would welcome the collection of particulars indicated by the schedule enclosed in regard to typical working class families, which would be useful for purposes of illustration when they come to report on matters referred to them. The object is to secure information regarding some poorer working families in order to supplement the information that the Commission has gained as a result of its tour. On a number of occasions questions have been put to industrial workers designed to elicit information of the type contemplated in the schedule. But it is not easy in such matters for a large body like the Commission to obtain particulars of value or to test the information supplied, and in any case the time at its disposal during this winter's tour has been insufficient to obtain all the information it would like to have in this direction. The Commission is therefore anxious to secure through the agency of the Local Governments evidence of the same character as it might itself have secured if it had had a much longer time at its disposal and had been able to obtain from a number of witnesses information of a somewhat intimate character regarding their manner of life.

4. The value of this enquiry will depend on the accuracy of the information collected and the representative character of the families selected for investigation. The Commission, therefore, attaches greater importance to quality than to quantity provided care is exercised in obtaining representative samples. The method of sampling is of the greatest importance and the smaller the number of

budgets collected the more dependent is the result on the judicious selection of the sample. The Commission therefore suggests that the selection of families should be made on some systematic method of sampling to be determined after a preliminary survey of the field. The Commission realises that a choice may have to be made between adequate illustration of the conditions in a narrow field and random instances drawn from a larger population and it takes the view that the results are more likely to be valuable if the workers belong to one typical establishment in a single industrial centre, or at most to a few establishments rather than to a larger number of widely separated centres and industries. Further, the chances of securing representative budgets would be very much greater if the enquiry is restricted to the poorer working class families. Wage rates differ in the various parts of the country and it is difficult to name a uniform figure as the family income limit above which the Commission does not wish to go but generally it would prefer budgets of families whose combined income is not above Rs. 50 per mensem.

The Commission trusts that the Local Government, if suitable information is not already available to them, will find it possible to conduct an enquiry on the lines suggested and to furnish the results to the Commission appending such notes as they may think fit to indicate the manner in which the enquiry was conducted, the method of sampling adopted and any conclusions which they may have drawn from its results. The Commission understands that some enquiries of the kind have been conducted by University professors, economists and social workers. There is, of course, no objection to the utilisation of non-official agencies for the purpose of assisting in this enquiry. It is hoped, however, that every effort will be made to see that the information furnished is as accurate as possible and based on actual facts.

5. Another matter in which the Commission is anxious to enlist the co-operation of the Local Government in securing additional information is in regard to the factories which are not governed by the provisions of the Indian Factories Act. These factories come under the following two categories :—

(1) factories using power but employing less than 20 persons at one time;

(2) factories and workshops not using power.

The Commission will have to consider to what extent it is desirable to bring these establishments under official control, and for this purpose it is anxious to obtain fuller information than it has hitherto received. It would therefore be glad if the Local Government could help in this matter by furnishing particulars regarding the industries which are being carried on in unregulated establishments, the number of such establishments, the numbers of men, of women, and of children employed in them, the conditions under which they are employed, with particular reference to their earnings and hours of work, the minimum ages of the children in employment and the effect which employment has on their health. In regard to factories using power but employing less than 20 persons information is also desired as to whether, owing to lack of proper precautions for the fencing of machinery, the workers are exposed to any undue risks. The information required need only deal with—

(*a*) factories using power and employing 10 or more persons on any one day in the year;

(*b*) factories and workshops not using power and employing 50 persons or more on any one day in the year; and

(*c*) smaller factories and workshops engaged in any particular industry which in the aggregate employs a considerable number of hands.

The Commission would also be glad to know what additional staff the Local Government consider would be required for the inspection of each of these classes.

6. The Commission realizes that the above requests for additional information will involve a considerable amount of trouble to the Local Government, but it feels that, in view of the importance of the subjects with which they deal and the incompleteness of the information which has so far been obtained on them, it is necessary to obtain further information. * * * * *

SCHEDULE.

Standard of Living.

(*Note.*—Information is required on the heads given below only in regard to a small number of representative working class families in important industries and plantations whose total family income does not exceed Rs. 50 a month.)

(1) *Industrial centre or plantation*—

Name of the head of the family—

Religion and caste—

Province and district of origin—

Cause of migration—

(2) *Size and composition of family* :—

	Numbers				Ages of		Relationship to the head of the family.
	Men.	Women.	Boys.	Girls.	Boys.	Girls.	
Wage-earners . .							
Dependants residing with wage-earners.							
Dependants residing elsewhere.							

Note.—Persons under 15 should be treated as boys or girls.

(3) *Extent of literacy*—

(4) *Regularity of employment of wage-earners*—

(5) *Normal monthly family income*—

(*a*) Occupation of each wage-earner.	Monthly wages.	Monthly overtime pay	Additional earnings, if any, with source.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Men . . 1. . .				
2. . .				
3. . .				
Women . . 1. . .				
2. . .				
3. . .				
Boys . . 1. . .				
2. . .				
3. . .				
Girls . . 1. . .				
2. . .				
3. . .				
Total amount of family income . . . . Rs.				

(*a*) *Occupation.*—The description of the occupation should be as definite as possible. Thus cotton mill worker is too general. The particular occupation should be specified, for example cotton weaver or cotton spinner, or again, not mechanic but fitter, blacksmith, etc., whatever it is.

(6) *Normal monthly expenditure of family on* :—

(i) Food, giving quantities of principal articles of food consumed in a month and cost of each—

(ii) Clothing—

(iii) Rent—

(iv) Fuel and lighting—

(v) Household requisites, *e.g.*, utensils, etc.—

(vi) Miscellaneous expenditure including—

(*a*) Remittances to dependants living in the village—

(*b*) Travelling to and from place of employment—

(*c*) Medicine and medical fees—

(*d*) Drink and drugs—

(*e*) Tobacco and *pan supari*—

(*f*) Religious observances, feasts and festivals—

(*g*) Payments to provident fund, trade union or co-operative society—

(*h*) Amusements and recreation—

(*i*) Education—

(*j*) Interest on debt—

(7) *Indebtedness*—

(i) Extent of indebtedness—

(ii) Causes. To what extent due to expenditure incurred on—

(*a*) Festivals—

(*b*) Marriages—

(*c*) Funerals—

(*d*) Sickness—

and (*e*) Unemployment—

(iii) Rate of interest; Nature of security on outstanding loans; Terms of re-payment—

(8) *Housing*—

(i) Description of dwelling; materials used in construction—

(ii) Landlord*—

(iii) Distance from place of work—

(iv) Number of rooms occupied by family and approximate dimensions of each room—

(v) Dimensions of veranda, if any—

(vi) Water-supply—

(vii) Sanitation—

Letter from Mr. S. Lall, I.C.S., Joint Secretary to the Royal Commission on Labour in India, to the Secretary, Railway Department (Railway Board), Simla, No. L.C.-5 (1), dated the 7th April 1930.

I am directed to enclose a copy of the letter No. L.C.-5(1), dated 7th April 1930, addressed to local Governments and Administrations, excluding the North-West Frontier Province and Baluchistan asking for supplementary information on certain matters. The Commission would be glad if the Railway Board, could assist in the enquiry into the standard of living of the workers by collecting a number of representative family budgets of the poorer classes of railway employees on the lines suggested in paragraphs 2-4 of the enclosed letter. * * * *

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*State whether Government, Municipal, Employer or Private Landlord.

A.—LOCAL GOVERNMENTS.

I.—GOVERNMENT OF MADRAS.

Preface.

Part I of this Memorandum contains the statistics required by the Royal Commission on Labour regarding the standard of living of industrial workers. The enquiry was entrusted to Mr. Gray, O.B.E., I.C.S., the Commissioner of Labour. The manner in which the enquiry was conducted and the method of sampling adopted are detailed in the explanatory note attached. The Government of Madras are unable to draw any conclusions from the results of the enquiry which was necessarily limited in scope and in intensity by the shortness of the time within which it had to be made. The remarks of the enquirer on page 11 of the Memorandum as to the difficulty of obtaining accurate answers about expenditure deserve notice.

Part II of the Memorandum deals with unregistered factories and the labour employed in them.

PART I.

Explanatory notes regarding statistics collected about the standard of living of industrial workers.

In selecting the method of collecting these statistics and the agency to be employed, the considerations mentioned in paragraph 4 of the Joint Secretary's letter No. L. C. 5 (1), dated 7th April 1930, have been kept in mind. The enquiry has been limited to the textile industry in Madras City and Coimbatore (three mills in each centre) and to a few of the larger concerns in the printing and the book-binding industry in Madras City. These industries employ a substantial proportion of the industrial workers in the Presidency. The industries are concentrated in a compact area and the employers' and employees' organizations concerned were considered likely to be helpful to the investigating staff. Other industries such as rice-milling in Kistna, East Godavari, West Godavari, Guntur and Tanjore, and brick and tile-making in Malabar and South Kanara, employ a considerable proportion of the industrial labour of the Province, but they are too scattered to be suitable for an enquiry which had to be carried out within a short time. As the two Railway administrations in the Presidency conducted their own separate enquiries, no attempts have been made to include railway workers within the scope of the enquiry.

2. As regards the agency for the collection of the statistics the Personal Assistant to the Chief Inspector of Factories, Madras, and the Inspector of Factories, V Circle, Coimbatore, were chosen as investigating officers. No other suitable agency was available and a temporary untrained staff would have been useless for the purpose. The employers were asked to give these officers such information as they had readily available and were prepared to place at their disposal, *e.g.*, particulars of pay, overtime wages, etc., of the particular persons selected by the investigating officers for the purposes of their enquiries, to enable these officers to check the information obtained from the workers. The assistance of the Trade Unions concerned was also invoked. Both employers' and employees' organizations have been of great help to the investigating officers.

3. It was hoped that the University Professor of Economics might be able to give some useful information. But it has been found that although he and his students have been attempting an intensive slum survey for special areas in Madras City and in that connexion have investigated family budgets in those areas, the investigation was of the nature rather of a poverty survey than of an investigation into the standard of living. The family budgets were collected for all houses in certain areas without reference to the particular nature of the wage-earners' employment. So no attempt has been made to make use of his enquiries.

4. The following instructions were issued to the investigating officers by the Commissioner of Labour in the collection of the statistics :—

"It is proposed to conduct such an enquiry as is contemplated by the Royal Commission, in respect of the textile industry in the Madras City and Coimbatore (three mills in each centre) and in a few of the larger concerns in the printing and book-binding industry in the Madras City. It has been decided to employ the Personal Assistant to the Chief Inspector of Factories and the Inspector of Factories, V Circle, for collection of the information necessary for the preparation of the memorandum to the Royal Commission.

The industrial concerns to which it is proposed to confine the investigation are :—

For Madras.—The Buckingham and Carnatic Mills and the Madras United Spinning and Weaving Mills, for the textile industry. Messrs. Hoe and Co., the Government Press, and the Methodist Press, for the printing and book-binding industry.

For Coimbatore.—The Coimbatore Spinning and Weaving Mills, Coimbatore, the Mall Mills, Coimbatore, and the Kaleeswarar Mills, Coimbatore, for the textile industry.

The employers have been asked to give the investigating officers such information as they have readily available with them which they are prepared to place at their disposal, *e.g.*, particulars of pay, overtime wages, etc., of the particular persons selected by the investigating officers for the purpose of their inquiry, to enable them to check the information obtained from the workers. The assistance of the Trade Unions concerned, *viz.*, the Madras Labour Union and the Buckingham and Carnatic Mills Employees' Unions for Madras and the Coimbatore Labour Union for Coimbatore, has also been invoked and if, as is hoped, they are willing to assist in the inquiry, they might depute one or two of their office-bearers or members to accompany and assist the investigating officer in his enquiry. The investigating officers will keep in as close touch as possible with the employers and Trade Unions concerned.

As only a comparatively small number of family budgets can be collected in the time and with the staff available, the method of sampling is of the greatest importance. The following method should be adopted. The pay sheets or lists of employees maintained in the factories arranged in separate lists for each department or in one general list for the whole factory should be taken and every 'nth' employee in serial order in the list selected for investigation. The value of 'n' will depend on the total number of families in the particular concern which the investigating officer thinks he will have time to deal with. Before, however, selecting every 'nth' employee in this list in this way, all employees whose emoluments exceed Rs. 50 per mensem should be scored out and the remaining names treated as one continuous series. It will no doubt be found on enquiry that in the case of some of the employees selected by this method of sampling the total family income exceeds Rs. 50—if so, the schedules need not be filled in for such families unless the excess above Rs. 50 is very small (say Rs. 5)."

5. Supplemental instructions were issued to the investigating officers regarding the preparation of a covering note to accompany the schedules filled in by them and regarding the method of analysing the statistics. These supplemental instructions were as follows :—

"The following instructions are issued to the investigating officers regarding the analysis of the statistics collected in the schedules which they have filled in. Investigating officers should state the particular industry or industries and the names of the concerns to which the schedules which they are submitting relate. They should also indicate briefly the nature of the assistance which they have received in filling up the schedules from employers and from organizations of employees. They should also indicate clearly the method adopted by them in making the enquiries necessary for filling up the schedules. They should explain briefly the exact method they have followed in selecting samples for investigation.

They should also state in the covering note how many budgets they have collected (*for Madras*—for each of the two main industries in regard to which he has made investigations, *viz.*, textile and printing and book-binding). It should also be stated how many of the schedules have been rejected on the ground that the information is unreliable and the total number left (in the case of Madras City, for each industry) should be stated.

In the covering note the information contained in the schedules should be analysed in the various ways indicated below. (In the case of Madras, these analyses should of course deal separately with the schedules relating to the employees in the textile industry and employees in the printing and book-binding industry). In the first place, the budgets or schedules should be analysed so as to show the number and percentage falling within the following income groups :—

(1) Below Rs. 20
(2) Rupees 20 and below Rs. 30.
(3) Rupees 30 and below Rs. 40.
(4) Rupees 40 and above.

In determining whether a family falls within a particular income group the total earnings of the family as indicated in item 5 of the schedules should be taken into account. The table should be in the following form :—

Number of family budgets by Income groups.

Income groups.	Number of family budgets.	Percentage to total.
Below Rs. 20 . . .		
Rupees 20 and below Rs. 30		
Rupees 30 and below Rs. 40 .		
Rupees 40 and above . .		
Total .		

These and all subsequent instructions relate of course only to the schedules which are accepted as more or less reliable. Those rejected as unreliable need not be submitted and should not find a place in any of the analyses mentioned in these instructions.

The families for which schedules are submitted should also be analysed so as to show the percentage (for each industry) of (1) Hindus, (2) Muhammadans, and (3) Christians.

The next analysis which should be made is intended to indicate the number of persons in the family by income groups. The form should be as follows :—

Number of persons in the family by income groups.

Income groups.	Persons living in the family.				Dependants living away from the family.	Total.
	Men.	Women.	Children under 15.	Total.		
Below Rs. 20 . .						
Rupees 20 and below Rs. 30.						
Rupees 30 and below Rs. 40.						
Rupees 40 and above						
Total .						

The next analysis is intended to show the number of wage-earners in each income group. The form in which the analysis should be made should be as follows :—

Analysis of all families by income groups according to number of wage-earners.

Income groups.	Number of families with							Total.
	One wage-earner.	Two wage-earners.	Three wage-earners.	Four wage-earners.	Five wage-earners.	Six wage-earners.	Seven wage-earners.	
Below Rs. 20 . .								
Rupees 20 and below Rs. 30.								
Rupees 30 and below Rs. 40.								
Rupees 40 and above .								
All incomes . . .								
Percentage to total .								

The next analysis which should be made is intended to indicate the average family income arranged according to income groups. The form should be as follows :—

Income groups.	Number of families.	Total income.	Average income.
Below Rs. 20			
Rupees 20 and below Rs. 30 .			
Rupees 30 and below Rs. 40 .			
Rupees 40 and above . . .			
All income groups .			

The next analysis is intended to show the average expenditure of families arranged according to income groups. The form should be as follows :—

Income groups.	Number of families.	Total expenditure.	Average expenditure.
Below Rs. 20			
Rs. 20 and below Rs. 30 . .			
Rs. 30 and below Rs. 40 . .			
Rupees 40 and above. . .			
All income groups .			

If possible the information in the schedules should also be analysed so as to show the group percentage expenditure of families by income groups. The form should be as follows :—

Group percentage expenditure of families by income group.

——	Monthly family income.				All incomes.
	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Rs. 40 and above.	
Number of budgets .	Per cent. ..	Per cent. ..	Per cent. ..	Per cent. ..	Per cent. ..
Food					
Clothing . . .					
Rent					
Fuel and lighting. .					
Household requisites .					
Miscellaneous Expenditure . . .					
Total .	100	100	100	100	100

It is desirable to analyse the information regarding indebtedness so as to show the extent of indebtedness in terms of months' pay according to income groups and the causes of indebtedness as indicated in the schedules. For this purpose the following forms should be used :—

Income groups.	Number of families not indebted.	Number of families indebted.						Total indebted and not indebted.	Percentage of total indebted to total number of families.
		Under three months' pay.	Three to six months' pay.	Six to twelve months' pay.	Twelve to eighteen months' pay.	Over eighteen months' pay.	Total indebted.		
Below Rs. 20									
Rupees 20 and below Rs. 30									
Rupees 30 and below Rs. 40									
Rupees 40 and above									
All income groups									
Percentage of total									

Income groups.	Number of families whose indebtedness is mainly due to					
	Festivals	Marriages.	Funerals.	Sickness.	Unemployment.	Miscellaneous.
Below Rs. 20						
Rs. 20 and below Rs. 30						
Rupees 30 and below Rs. 40						
Rupees 40 and above						
All income groups						
Percentage of total						

Although no tabular form can be prescribed for the analysis of the information in the schedules regarding the rates of interests charged on loans a general statement may be made in the note indicating the prevailing rate or rates (in the case of Madras, for each industry separately).

It should be stated in the covering note (in the case of Madras, separately for each of the two industries) how many of the families to which the schedules relate are housed in buildings owned by (1) Government, (2) Municipality, (3) the employer, and (4) private landlords. This information should be given separately for each income group. Information should also be given separately for each income group about the average number of rooms in which the families live. The form should be as follows :—

Income groups.	Number of families whose houses are owned by				Average number of rooms per family.
	Government.	Municipality.	Employer.	Private landlords.	
Below Rs. 20	..	..	..	..	..
Rs. 20 and below Rs. 30	..	..	..	..	..
Rs. 30 and below Rs. 40	..	..	..	..	..
Rs. 40 and above	..	..	..	..	..
All income groups	..	..	..	..	..

6. In accordance with the above instructions the investigating officers have submitted along with the schedules they have filled in, a covering note and also a set of tables analysing the statistics contained in the schedules. These covering notes and tables are submitted* along with the schedules to which they relate.

7. It will be seen from the explanatory covering note submitted by the Inspector of Factories, Coimbatore, that he at first misunderstood the instructions regarding the method of sampling. He has accordingly submitted the schedules filled in by him in two lots, the first lot relating to families selected by him in accordance with a method of his own indicated in his covering note, the second lot selected in accordance with the method of sampling indicated in the above instructions.

APPENDIX I.

Letter from Mr. C. P. Fernandez, Personal Assistant to the Chief Inspector of Factories, to the Commissioner of Labour, dated Madras, the 26th September 1930.

I have the honour to submit below a report on the enquiry conducted by me into the standard of living of industrial workers in the city of Madras.

The enquiry was limited to the employees

(*a*) in the priniting and book-binding industry in the following concerns ;—

(1) Government Press, Madras, including the branches at High Court and Mount Road.

(2) Hoe and Company's Press in Stringers Street.

(3) Methodist Press, Mount Road.

(*b*) in the textile industry in the following concerns—

(1) The Madras United Spinning and Weaving Mills Company, Limited, Choolai, otherwise known as Choolai Mill.

(2) The Buckingham Mill, Perambur.

(3) The Carnatic Mill, Perambur.

The officers in charge of these concerns and in the case of Buckingham and Carnatic Mills also one of the Directors of Messrs. Binny and Company (Madras), Limited, the Managing Agents were interviewed by me. The scope and purpose of the enquiry was explained to them—their co-operation requested and the preliminaries settled. All these officers, it must be stated, received me cordially and readily assured me of their willingness to give all the help that they could to facilitate the enquiry. Pay sheets, particulars of regular wages, and overtime earnings were obtained from them whenever necessary. In the three mills specially, figures for pay and overtime for the six months ending May 1930 were worked out and furnished to me and in the Buckingham and Carnatic Mills particulars of foodstuffs, clothes, loans, etc., obtained from the Mill Co-operative Stores were also given. This work must have entailed considerable labour and my thanks are due to the Managers and clerks concerned, for this valuable information. I was moreover allowed in all the concerns to conduct my enquiry during working hours : this privilege was of great benefit to me as otherwise it would have been impossible to complete the budgets in the limited time at my disposal considering that the routine inspection and office work had also to be attended to. The Overseer at the Government Press, the Manager at the Methodist Press and the Accountant of Hoe and Co., helped me in filling up the budgets. In the Buckingham and Carnatic Mills the schedules were made out in the presence of a representative each, of the Buckingham and Carnatic Labour Union both employed in the respective Mill offices. Two representatives of the Madras Labour Union were present at the enquiry conducted in the Choolai Mills. These persons or helpers, I may call them, have been in close touch with the workers who were examined and needless to mention, their presence and co-operation was indeed an advantage to the investigator.

The normal monthly income not having been defined, considerable difficulty was experienced by me at the outset in selecting persons eligible for the enquiry. The difficulty arose specially in the case of piece-workers and persons accustomed to draw overtime allowances : for the total monthly income was found to vary in the case of such persons and with the approval of the Commissioner, the pay sheets for May 1930 were taken as a basis to work upon. Persons not employed within the meaning of section 2 (2) of the Indian Factories Act were excluded from the enquiry. Clerks, attenders and peons in the three presses were eliminated

*Appendices I and II.

and in the Mills, clerks, watchmen, sentries, peons, office boys, messengers, attenders, halftimers, building-coolies, both temporary and permanent, were similarly omitted. The enquiry was therefore limited to industrial workers coming under the operation of the Indian Factories Act. All persons whose emoluments exceeded Rs. 50 per mensem in the month of May 1930 were next excluded and the remaining names arranged in a continuous series for each concern. Samples were then selected by the Nth method explained in the instructions issued by the Commissioner of Labour. Budgets were however not filled in for those persons among those samples whose joint family income was later on found to exceed Rs. 55 per mensem.

As stated before, the enquiries were conducted by me at the offices of the several concerns in the presence of responsible persons well known to the samplers. Most of the witnesses are illiterate persons with no clear idea of figures, sizes, dimensions, etc., and the information given by them and incorporated in the schedules is necessarily subject to limitations; specially so, as I had no time to make house to house enquiries and test such information. The figures relating to earnings may be said to be fairly reliable particularly in the mills where averages both for wages and overtime were obtained and made use of except in the cases of additional sources of income other than regular wages, where the amounts had to be estimated approximately. The expenditure side too was also checked to some extent in the case of textile workers in the Buckingham and Carnatic Mills where the particulars of foodstuffs taken were available. Every witness was invariably asked whether his normal income was sufficient to meet his expenses and whether he was able to save anything. Very few of them however were prepared to admit that savings could be effected when this was really so and it was apparent all throughout that the witnesses were labouring under the impression that some benefit would accrue to them out of this enquiry and that it would be worth their while to exaggerate particulars relating to the expenditure side. It will be conceded that the extensive method of collecting budgets cannot be satisfactory when witnesses are imbued with such erroneous ideas and when the glamour of a Royal Commission on Labour is still in the air. An official however tactfully he may get about, is moreover bound to attract attention and also create suspicion in the minds of the workers. It therefore seems to me that a true idea of how much an industrial worker earns from various sources besides his monthly wages, if any, and how much he actually spends out of his gross earnings on essentials and non-essentials, can only be got by the intensive method pursued (to use a colloquial phrase) "on the quiet" by social workers well known to and intimately acquainted with the families under observation.

Fifty-five budgets* in all were collected by me for the printing and book-binding industry. Four of these were rejected as they were obviously unreliable and one was set aside as it was of an odd type.

In the textile industry 81 schedules were filled in but two rejected as they were also of the odd type, *i.e.*, singlemen without families.

The textile budgets* may be said to be sufficiently representative but the printing budgets* cannot be considered to be so as there are quite a large number of printing presses in Madras. It may be that worse conditions prevail in them. Even then, the textile industry appears to be the more lucrative to the industrial worker. For in this industry only 7·6 per cent. of the budgets fall in the below Rs. 20 group as against the fourteen per cent. of the printing trade.

From the statements T-4 and P-4 (appended) it is seen that workers' families in Madras have scarcely any dependants living away from the family. This would either show that these families have practically settled down here and lost touch with the village or that they cannot afford to support dependants residing elsewhere. The latter reason was mentioned in many cases during the enquiry. It would also appear that the average textile worker supports a comparatively bigger family within the same income groups.

Statements T-5 and P-5.—Income has been construed as earnings arising from wages including pay and overtime either on piece-work or on a monthly basis. Additional earnings such as rents, produce from lands converted into money, etc., has been shown separately in the column provided for it. Workmen's earnings unless on a regular monthly account have been shown separately as it seemed to be doubtful whether a woman doing petty trade such as selling rice cakes, oppams, sweets, etc., could be called a wage-earner in the sense the columns provided for this purpose would imply.

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* Not printed.

It will be seen (1) that one wage-earner in the family is more usual although his wages are supplemented by the additional earnings of womenfolk in the family, (2) that two wage-earners are fairly common in the "Rs. 40 and above" group in both the industries and actually predominate in the 30-40 group of the textile industry. This may be attributed to the custom of *joint families* or close relations living together prevalent among Hindus.

Statements T-6 and P-6.—This does not call for any comment except the first income group. The average income is more or less the same in both the industries. Some occupations in the printing trade such as coolie, compositors, wheelers, appear to be poorly paid. The same remark applies to boiler coolies and throstle siders in the Choolai Mills. In some cases, however, the low figure is explained by the fact that the wage-earners are young persons who have not yet attained full earning capacity.

Statements T-7 and P-7.—This may be read with statements 6. As already indicated, figures for the expenditure side could not be checked or tested in the case of the printing trade. It is pretty clear that they have been exaggerated as the average expenditure in every case and the average for the whole industry, exceeds the corresponding figures for the average income. This is however not the case with the textile industry where figures appear to be more satisfactory. The lowest group of course spends more than the income but other groups seem to be within limits. Regarding the printing trade, figures would show that the families in all the groups would be constantly borrowing or in debt in order to keep themselves going—a proposition which economists would tell us cannot be accepted as true. It may be that the samples in the printing trade have told me what they would like to spend or perhaps what they actually do spend during the few days after pay day but it is doubtful if the same standard of living is kept up during the whole of the month.

Statements T-8 and P-8.—A study of the textile table may be interesting. More than half the expenditure of the families is on food—the percentage expenditure on this item appear to decrease with increased income. The miscellaneous column is fairly high, this includes items such as interest on debt, drink, education, medicine and medical fees, tobacco and *pan-supari* and above all on festivals on which considerable sums are spent in Hindu families. It was observed that medical facilities such as Mill, Corporation or Government dispensaries are being fully availed of. Similarly very little in general was being spent on schooling of children on account of the free elementary education provided by the Corporation and on a smaller scale by the Buckingham and Carnatic Mills.

Statements T-9 and P-9 and T-10 and P-10.—Indebtedness appears to be very high, 96 per cent. of the total number of families in the printing trade and 87·35 per cent. in the textile industry being indebted to some degree or other. Debts are incurred mostly on account of marriages and funeral rites. In the textile industry a column has also been provided for liabilities mainly due to "insufficient income to support family". Items which do not come under the usual headings or when the debt is due to more than one cause, are classed under miscellaneous.

Twenty-five per cent. of the loans in the printing trade and 7·6 per cent. in the textile industry are borrowed from co-operative societies. Hand loans are very common. The usual rates of interest are as follows :—

	Printing trade.	Textile industry.
Co-operative societies .	9¾ per cent. . .	12½ per cent.
On jewels. . . .	Varies from 9 to 36 per cent., usually 27 per cent. with Marvadis.	Varies from 27 to 36 per cent.
On pro-notes . . .	Common rates 12 to 18 per cent., rarely goes up to 24 to 36 per cent.	Common rates 12, 18, 24 and 36 per cent.
Hand loans . . .	½ and 1 anna in the rupee. 36 and 72 per cent. very common.	36 and 72 per cent. common. Rarely goes up to (144 per cent.).
On mortgages of property .		12 to 18 per cent.

Statements T-11 and P-11.—In the income groups below Rs. 30 most of the families live in single rooms. Persons in the printing trade usually live in the City itself while textile workers reside in the suburbs of Madras within a radius of four to five miles

Families owning superstructure are Adi-Dravidas who usually live in huts built on rented plots belonging to private landlords. A few caste families own houses and house-sites in the suburbs where land is comparatively cheap. One noticeable feature is that caste Hindus who reside in Madras usually do so in crowded houses where three to seven families usually share different portions of a single building paying rent to a common landlord or to the main tenant or lessee of the house. It would appear that overcrowding with its evil effects is unavoidable in a social arrangement of this kind.

Enclosure to Appendix I.

(1)

Statements relating to the Textile Industry.

STATEMENT T-1—Budgets filled in and rejected.

Name of concern.	Number filled in.	Number rejected.	Number available for enquiry.
The Madras United Spinning and Weaving Company, Limited (Choolai Mill)	19	2	17
Buckingham Mill	31	..	31
Carnatic Mill	31	..	31
Total	81	2	79

STATEMENT T.-2.—Classwar analysis of budgets.

Class.	Number of family budgets.	Total.
Hindus—		
Caste Hindus—38 Adi-Dravidas—31	69	87·35
Muhammadans	6	7·59
Christians	4	5·06
Total	79	100·00

STATEMENT T.-3.—Number of family budgets by income groups.

Income groups.	Number of family budgets.	Percentage to total.
Below Rs. 20	6	7·6
Rs. 20 and below Rs. 30	26	32·9
Rs. 30 and below Rs. 40	24	30·4
Rs. 40 and above	23	29·1
Total	79	100·0

STATEMENT T.-4.—Number of persons in the family by income groups.

Income groups.	Persons living in the family.				Dependants living away from the family.	Total.
	Men.	Women.	Children under 15.	Total.		
Below Rs. 20	1·67	0·83	1·83	4·33	..	4·33
Rs. 20 and below Rs. 30.	1·31	1·50	1·96	4·77	0·11	4·88
Rs. 30 and below Rs. 40.	1·79	1·88	2·33	6·00	0·08	6·08
Rs. 40 and above	2·61	2·09	2·52	7·22	..	7·22
Total	1·86	1·73	2·23	5·82	0·06	5·88

STATEMENT T.-5.—Analysis of all families by income groups according to number of wage-earners.

Income groups.	Number of families with Wage-earner(s).							Total.
	1	2	3	4	5	6	7	
Below Rs. 20 .	..	4 (*a*)	2	..	..	..	..	6
Rupees 20 and below Rs. 30. .	..	21 (*b*)	4	1	..	..	..	26
Rupees 30 and below Rs. 40. .	..	13 (*c*)	10 (*d*)	1	..	..	..	24
Rupees 40 and above . .	..	4 (*e*)	13 (*f*)	4	2	..	..	23
All incomes .	..	42	29	6	2	..	..	79
Percentage to total	..	53·2 per cent.	36·7 per cent.	7·6 per cent.	2·5 per cent.	..	..	100 per cent.

(*a*) One family gets help from relation.

(*b*) Three families have additional income either from land or from petty trade carried on by women.

(*c*) Five families have additional income such as rent, help from relations, or from petty trade carried on by women.

(*d*) One family gets additional income from rent.

(*e*) One family gets Rs. 20 additional income by the sale of butter-milk.

(*f*) In three families women earn by petty trades.

STATEMENT T.-6.—Average family income arranged according to income groups.

Income groups.	Number of families.	Total income.			Average income.		
		Rs.	A.	P.	Rs.	A.	P.
Below Rs. 20	6	98	12	0	16	7	4
Rupees 20 and below Rs. 30 .	26	662	12	0	25	7	10
,, 30 and below Rs. 40 .	24	837	2	0	34	14	1
,, 40 and above . .	23	1,068	13	0	46	7	6
All income groups . .	79	2,667	7	0	33	12	3

STATEMENT T.-7.—Average expenditure of families arranged according to income groups.

Income groups.	Number of families.	Total expenditure.			Average expenditure.		
		Rs.	A.	P.	Rs.	A.	P.
Below Rs. 20	6	110	1	0	18	5	6
Rupees 20 and below Rs. 30 .	26	675	3	0	25	15	6
,, 30 and below Rs. 40 .	24	787	4	0	32	12	10
,, 40 and above . .	23	1,002	10	0	43	9	6
All income groups . .	79	2,575	2	0	32	9	7

STATEMENT T.-8.—Group percentage expenditure of families by income groups.

	Monthly family income.				
	Below Rs. 20.	Rupees 20 and below Rs. 30.	Rupees 30 and below Rs. 40.	Rupees 40 and above.	All incomes.
Number of budgets.	6	26	24	23	79
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food . . .	65·42	61·82	60·25	58·42	60·71
Clothing . . .	3·18	3·87	4·05	3·94	3·84
Rent . . .	8·86	8·44	5·43	10·12	8·29
Fuel and lighting .	9·65	7·86	7·53	6·46	7·54
Household requisites .	0·34	0·32	0·27	0·26	0·29
Miscellaneous expenditure.	12·55	17·69	22·47	20·80	19·33
Total	..	..	..	..	..

STATEMENT T.-9.—Extent of indebtedness in terms of month's pay according to income groups.

Income groups.	Number of families not indebted.	Number of families indebted.						Total (indebted and not indebted).	Percentage of indebtedness to total numbers of families.
		Under 3 months' pay.	3 to 6 months' pay.	6 to 12 months' pay.	12 to 18 months' pay.	Over 18 months' pay.	Total indebted.		
									Per cent.
Below Rs. 20 .	..	2	3	..	..	1	6	6	100
Rupees 20 and below Rs. 30.	5	11	7	3	..	..	21	26	80·77
Rupees 30 and below Rs. 40.	1	13	6	3	1	..	23	24	95·83
Rupees 40 and above.	4	10	5	4	..	..	19	23	82·61
All income groups	10	36	21	10	1	1	69	79	..
Percentage of total number indebted.	12·65	45·57	26·59	12·65	1·27	1·27	87·35	100·00	..

STATEMENT T.-10.—Causes of indebtedness according to income groups.

Income groups.	Number of families whose indebtedness is mainly due to						
	Festivals.	Marriages.	Funerals.	Sickness.	Unemployment.	In sufficient income.	Miscellaneous.
Below Rs. 20 .	..	1	1	2	1	..	1
Rupees 20 and below Rs. 30.	..	7	1	3	..	3	7
Rupees 30 and below Rs. 40.	..	14	3	2	..	1	3
Rupees 40 and above.	..	10	1	1	..	2	5
All income groups.	..	32	6	8	1	6	16
Percentage of total number indebted.	..	46·38	8·70	11·59	1·45	8·70	23·18

STATEMENT T.-11.—Housing accommodation.

Income groups.	Number of families whose houses are owned by				Average number of rooms per family.
	Government.	Municipality.	Employer.	Private landlords.	
Below Rs. 20	1	..	..	2 (*a*)	1·33
Rupees 20 and below Rs. 30.	..	..	4	14 (*b*)	1·42 (12 families have a veranda.)
Rupees 30 and below Rs. 40.	..	..	1	15 (*c*)	1·33 (10 families have a veranda.)
Rupees 40 and above	1	1	..	15 (*d*)	1·91 (12 families have a veranda.)
All income groups	2	1	5	46	54 out of a total of 79 or 68 per cent.

(*a*) 2 families own the house or hut.
1 family owns the superstructure only.
(*b*) 6 families own the house or hut.
2 do. superstructure only.
(*c*) 5 do. house or hut.
3 do. superstructure only.
(*d*) 2 do. house or hut.
4 do. superstructure only.

15 own huts or houses.
10 own only the superstructure.

25 *plus* 54 = 79.

(2)

Statements relating to the Printing and Bookbinding Industry.

STATEMENT P.-1.—Budgets filled in and rejected.

Concern.	Total number of budgets taken.	Number of budgets rejected.	Budgets available for enquiry.
Government Press	27	3	24
Hoe & Co.'s Press	21	2	19
Methodist Press	7	..	7
Total	55	5	50

STATEMENT P.-2.—Classwar analysis of budgets.

Class.		Number of family budgets.	Percentage to total.
			Per cent.
Hindus—			
Brahmans	2		
Caste Hindus	43		
Adi-Dravidas	3		
		48	96
Muhammadans	..	*Nil*	*Nil.*
Christians	..	2	4
Total		50	100

STATEMENT P.-3.—Number of family budgets by income groups.

Income groups.	Number of family budgets.	Percentage to total.
		Per cent.
Below Rs. 20	7	14
Rupees 20 and below Rs. 30	20	40
„ 30 and below Rs. 40	10	20
„ 40 and above	13	26
Total	50	100

STATEMENT P.-4.—Number of persons in the family by income groups.

Income groups.	Persons living in the family.				Dependants living away from the family.	Total.
	Men.	Women.	Children under 15.	Total.		
Below Rs. 20	1·29	1·56	1·29	4·14	..	4·14
Rupees 20 and below Rs. 30.	1·55	1·55	1·60	4·70	0·05	4·75
Rupees 30 and below Rs. 40.	1·60	1·70	2·00	5·30	0·10	5·40
Rupees 40 and above.	2·08	1·62	1·69	5·39	..	5·39
All incomes	1·66	1·60	1·66	4·92	0·04	4·96
Total						

STATEMENT P.-5.—Analysis of all families by income groups according to number of wage-earners.

Income groups.	Number of families with Wage-earner(s).							Total.
	1	2	3	4	5	6	7	
Below Rs. 20	*5	2	..	..	..	..	..	7
Rupees 20 and below Rs. 30.	(a) 15	(b) 5	..	..	..	..	..	20
Rupees 30 and below Rs. 40.	8	2	..	..	..	..	..	10
Rupees 40 and above	(c) 6	7	..	..	..	..	..	13
All incomes	34	16	..	..	..	..	..	50
Percentage to total	68	32	..	..	..	..	..	100

*One family gets help from relation.

(a) Five families have other sources of income.

(b) One family has other sources of income.

(c) Two families get help from relations. One, income from land.

N.B.—Other sources of income in class (2) mean income from lands, from petty bazaars or help from relations.

STATEMENT P.-6.—Average family income arranged according to income group.

Income groups.	Number of families.	Total income.	Average income.
		Rs. A. P.	Rs. A. P.
Below Rs. 20	7	118 14 0	16 15 9
Rupees 20 and below Rs. 30	20	512 12 0	25 10 2
„ 30 and below Rs. 40	10	340 3 0	34 0 4
„ 40 and above	13	613 2 0	47 2 7
All income groups	50	1,584 15 0	31 11 2

STATEMENT P.-7.—Average expenditure of families arranged according to income groups.

Income groups.	Number of families.	Total expenditure.	Average expenditure.
		Rs. A. P.	Rs. A. P.
Below Rs. 20	7	148 14 0	21 4 3
Rupees 20 and below Rs. 30	20	597 11 0	29 14 2
„ 30 and below Rs. 40	10	400 15 0	40 1 6
„ 40 and above	13	644 10 0	49 9 5
All income groups	50	1,792 2 0	35 13 6

STATEMENT P.-8.—Group percentage expenditure of families by income groups.

—	Monthly family income.				
	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Rs. 40 and above.	All incomes.
Number of budgets.	7	20	10	13	50
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food	56·07	54·20	56·39	54·57	55·24
Clothing	3·70	3·78	4·74	5·08	4·50
Rent	13·10	15·48	13·34	11·41	13·08
Fuel and lighting	8·74	7·42	8·03	6·90	7·61
Household requisites	0·42	0·54	0·60	0·51	0·52
Miscellaneous expenditure.	17·97	18·58	16·90	21·53	19·05
Total	100	100	100	100	100

STATEMENT P.-9.—Extent of indebtedness in terms of months' pay according to income groups.

Income groups.	Number of families not indebted.	Number of families indebted.						Total (indebted and not indebted).	Percentage of indebted to total number of families.
		Under 3 months' pay.	3 to 6 months' pay.	6 to 12 months' pay.	12 to 18 months' pay.	Over 18 months' pay.	Total indebted.		
									Per cent.
Below Rs. 20 .	..	3	4	..	..	..	7	7	100
Rupees 20 and below Rs. 30.	..	8	2	10	..	..	20	20	100
Rupees 30 and below Rs. 40.	..	1	6	3	..	..	10	10	100
Rupees 40 and above.	2	3	4	4	..	..	11	13	64·61
All income groups	2	15	16	17	..	..	48	50	..
Percentage of Total.	4	30	32	34	..	..	96	100	..

STATEMENT P.-10.—Causes of indebtedness according to income groups.

Income groups.	Number of families whose indebtedness is mainly due to					
	Festivals.	Marriages.	Funerals.	Sickness.	Unemployment.	Miscellaneous.
Below Rs. 20 .	..	2	1	1	2	1
Rupees 20 and below Rs. 30.	..	7	5	4	..	4
Rupees 30 and below Rs. 40.	..	7	2	..	..	1
Rupees 40 and above .	..	5	1	3	..	2
All income groups .	..	21	9	8	2	8
		48				
Percentage of total .	..	43·75	18·75	16·67	4·16	16·67
		100				

STATEMENT P.-11.—Housing accommodation—15 Income groups.

Income groups.	Number of families whose houses are owned by				Average number of rooms per family.
	Government.	Municipality.	Employer.	Private landlords.	
Below Rs. 20 . .	..	..	..	6 (*a*)	1 (3 families have a veranda).
Rs. 20 and below Rs. 30	..	..	..	19 (*b*)	1·5 (10 families have a veranda).
Rs. 30 and below Rs. 40	..	..	..	9 (*c*)	2·1 (6 families have a veranda).
Rs. 40 and above .	..	..	..	12 (*d*)	2·4 (8 families have verandas).
All income groups .	..	..	..	46 out of total 50 or 92 per cent.	

(*a*) 1 family owns the hut and hut-site.

(*b*) 1 family owns the superstructure built on rented land of private party.

(*c*) 1 family owns the house and house-site.

(*d*) 1 family owns the house and house-site.

2 own house or hut.

2 own only the superstructure.

4 plus 46=50.

APPENDIX II.

Explanatory Note to the schedules of the standard of living of workers relating to the mills at Coimbatore by Mr. M. Krishnaswami Ayyar, Inspector of Factories, Fifth Circle.

I. The enquiry relates to the three textile mills of Coimbatore, *viz.*:—(1) The Coimbatore Spinning and Weaving Company, Limited, (2) The Coimbatore Spinning and Weaving Company (Mill Mill), Limited, and (3) The Kaleeswarar Mills, Limited. The total strength of the labourers in the three mills comes to 4,549. Preliminary to the selection of families for purposes of enquiry, I visited each mill with a representative of the Labour Union and had the mill books examined with the assistance of the manager of the mills concerned. Going through them I prepared a wages sheet for 100 workers for a period of 12 months from July 1929 to June 1930 for persons whose income the wages register showed did not exceed Rs. 50 including the income of the other wage-earners in the family who are also mill hands. This procedure was followed in regard to my first enquiry wherein the following factors determined the composition of the families chosen :—

(1) Community.

(2) District born or migratory labour.

(3) The wage system (whether monthly, daily or by piecework).

(4) Composition of the family (whether natural or joint).

(5) Nature of work.

In so doing I had kept in mind the instructions contained in paragraph 4 of the letter from the Joint Secretary to the Royal Commission on Labour so as to obtain as representative a character as possible confined to the poor working class families.

In this selection I was greatly assisted by the mill managers and the labour representative but for whose help the task of selection of 100 cases out of a total of 4,549 labourers would have been immensely great as their assistance was helpful in avoiding many trial wage sheets.

After thus having chosen the number the method of enquiry adopted by me was the "interview method" at which the labour representative was mostly present. I called at the mills and interrogated each worker on the several points contained in the schedule of living and recorded the answers. These answers were further verified and revised by me from house to house enquiry I conducted eliciting answers to questions as to actual consumption of foodstuffs and housing (item Nos. 6 and 8 of the schedule).

II. The following is the summary of the results obtained at the enquiry. The number of workers in the three mills under enquiry comes to 4,549. Classified according to community the figures are—

Hindus	2,241
Depressed class	1,438
Muhammadans	129
Christians	741
	4,549

According to community the hundred families chosen are as follows :—

Hindus	43
Depressed class	38
Muhammadans	12
Christians	7
	100

Out of the above 100, 4 family budgets were rejected for want of satisfactory answers and the remaining schedules are numbered 1 to 96 and the statements pertaining thereto are numbered A to J.

III. In my personal interview with the Commissioner I was directed to go strictly by the "nth" method of sampling. I was also explained how this method should be arrived at. So the second set of 100 schedules relate to families selected on this method. In this case also 100 families were selected and the assistance rendered by the mill management and the labour representative was of the same nature as in the first except that I was not able to conduct house to house enquiry for want of time. In this case 7 schedules were rejected for want of correct particulars and the accepted ones are numbered as 101 to 193 and the statements pertaining thereto, numbered I to X, are appended. The consecutive numbers 101 to 193 are particularly given instead of 97 to 189 to distinguish these from the first set of schedules.

IV. The analyses of the schedules relating to the numbers 1 to 96 are contained in statements A to J and those relating to 101 to 193 in statements I to X.

V. The foodstuffs are purchased mostly on credit system and the credit price is always higher than the market rate in addition to levy of interest on the amount for which articles are purchased. The rate of interest charged is 1 anna per rupee worth of articles.

It may however be said that in the case of loans on mortgage of jewels the rate of interest may vary from 9 to 15 per cent. In the case of pro-notes and house mortgage it varies from 15 to 24 per cent. In regard to short-term hand loans (without any documents) it varies from 37½ to 150 per cent.

Enclosures to Appendix II.

(1)

STATEMENT A.—Showing the number of family budgets by income groups.

Income groups.	Number of family budgets.	Percentage to total.
Below Rs. 20	25	26
Rupees 20 and below Rs. 30	32	33
Rupees 30 and below Rs. 40	25	26
Above Rs. 40	14	15
Total	96	100

STATEMENT B.—Number of persons in the family by income groups.

Income groups.	Persons living in the family.				Dependants living away from the family.	Total.
	Men.	Women.	Children under fifteen years.	Total.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Below Rs. 20 . .	30	37	48	115	2	117
Rupees 20 and below Rs. 30.	41	49	82	172	7	179
Rupees 30 and below Rs. 40.	41	40	50	131	7	138
Above Rs. 40 . .	24	22	25	71	9	80
Total .	136	148	205	489	25	514

STATEMENT C.—Analysis of families by income groups according to the number of wage-earners.

Income groups.	Number of families with							Total.
	One wage-earner.	Two wage-earners.	Three wage-earners.	Four wage-earners.	Five wage-earners.	Six wage-earners.	Seven wage-earners.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Below Rs. 20 . .	21	4	..	..	..	..	..	25
Rupees 20 and below Rs. 30.	14	10	7	1	..	..	..	32
Rupees 30 and below Rs. 40.	8	12	5	..	..	..	..	25
Above Rs. 40 . .	6	5	1	2	..	..	..	14
Total . .	49	31	13	3	..	..	..	96
Percentage to total .	51	32	14	3	..	..	..	100

STATEMENT D.—Showing the total and average income.

Income groups.	Number of families.	Total income.	Average income.
		Rs. A. P.	Rs. A. P.
Below Rs. 20	25	404 0 1	16 2 7
Rupees 20 and below Rs. 30 .	32	803 14 8	25 1 11
Rupees 30 and below Rs. 40 .	25	844 4 5	33 12 4
Above Rs. 40	14	654 14 0	46 12 5
Total .	96	2,707 1 2	28 3 2

STATEMENT E.—Showing the total and average expenditure.

Income groups.	Number of families.	Total expenditure.	Average expenditure.
		Rs. A. P.	Rs. A. P.
Below Rs. 20	25	615 6 1	24 9 10
Rs. 20 and below Rs. 30 . .	32	1,006 2 6	31 7 1
Rs. 30 and below Rs. 40 . .	25	938 12 5	37 8 10
Above Rs. 40	14	609 6 1	43 8 5
Total .	96	3,169 11 1	33 0 3

STATEMENT F.—Group percentage expenditure of families by income groups.

Head of expenditure.	Monthly family income				All incomes.
	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Above Rs. 40.	
Number of budgets .	25	32	25	14	96
Food . . .	60·65	58·65	55·91	55·99	57·70
Clothing . . .	6·17	6·26	6·18	6·41	6·21
Rent . . .	5·37	4·17	4·68	6·74	5·05
Fuel and lighting .	5·69	6·26	7·99	7·06	6·81
Household requisites .	·33	·40	·43	·49	·44
Miscellaneous expenditure.	21·79	24·26	24·81	23·31	23·79
Total .	100·00	100·00	100·00	100·00	100·00

STATEMENT G.—Showing the extent of indebtedness.

Income groups.	Number of families indebted						Total indebted and not indebted.	Percentage of indebted to total number of families.
	Under 3 months' pay.	3 to 6 months' pay.	6 to 12 months' pay.	12 to 18 months' pay.	Over 18 months' pay.	Total indebted.		
Below Rs. 20 . .	9	6	6	1	3	25	25	26
Rs. 20 and below Rs. 30	7	9	9	..	3	28	32	29
Rs. 30 and below Rs. 40	5	8	5	1	4	23	25	25
Rs. 40 and above .	4	..	3	..	2	9	14	9
All income groups .	25	23	23	2	12	85	96	89
Percentage of total .	26	24	24	2	13	..	..	89

STATEMENT H.—Showing particulars of indebtedness.

Income groups.	Number of families whose indebtedness is mainly due to					
	Festivals.	Marriages.	Funerals.	Sickness.	Unemployment.	Miscellaneous.
Below Rs. 20 . .	1 (*a*)	5	1	..	..	19
Rs. 20 and below Rs. 30	..	3 (*b*)	..	2	..	22
Rs. 30 and below Rs. 40	..	6 (*c*)	1 (*d*)	1	1	14
Rs. 40 and above . .	..	3 (*e*)	..	1 (*f*)	..	5
All income groups. .	1	17	2	4	1	60
Percentage of total .	1	18	2	4	1	63

REMARKS—

(*a*) and sickness.
(*b*) and sickness and unemployment.
(*c*) and sickness in 3.
(*d*) and miscellaneous.
(*e*) and miscellaneous in 2.
(*f*) and miscellaneous.

STATEMENT I.—Showing the particulars of housing accommodation.

Income groups.	Number of families whose houses are owned by					
	Government.	Municipality.	Employer.	Private.	Self.	Average number of rooms per family.
Below Rs. 20 . .	..	..	..	16	9	1·32
Rs. 20 and below Rs. 30	..	..	..	16	16	1·50
Rs. 30 and below Rs. 40	..	..	1	12	12	1·36
Above Rs. 40 . .	..	..	..	7	7	2·07
All income groups, total.	..	..	1	51	44	1·50

STATEMENT J.—Statement of analysis according to community.

Community.	Number of budgets collected.	Percentage to total number of budgets.
Hindus	78	81
Christians	12	13
Muhammadans	6	6
Total .	96	100

(2)

STATEMENT I.—Number of family budgets by income groups.

Income groups.	Number of family budgets.	Percentage to total.
Below Rs. 20	37	40
Rs. 20 and below Rs. 30	32	34
„ 30 and below Rs. 40	19	20
„ 40 and above	5	6
Total .	93	100

STATEMENT II.—Number of persons in the family by income groups.

Income groups.	Persons living in the family.				Dependants living away from the family.	Total.
	Men.	Women.	Children under fifteen years.	Total.		
Below Rs. 20 . .	33	45	61	139	5	144
Rs. 20 and below Rs. 30	46	49	64	159	3	162
Rs. 30 and below Rs. 40	43	36	41	120	2	122
Rs. 40 and above . .	12	9	7	28	..	28
Total .	134	139	173	446	10	456

STATEMENT III.—Analysis of families by income groups according to the number of wage-earners.

Income groups.	Number of families with							Total.
	1 Wage-earner.	2 Wage-earners.	3 Wage-earners.	4 Wage-earners.	5 Wage-earners.	6 Wage-earners.	7 Wage-earners.	
Below Rs. 20	30	7	..	..	..	..	..	37
Rs. 20 and below Rs. 30	12	10	9	1	..	..	..	32
Rs. 30 and below Rs. 40	1	5	7	6	..	..	..	19
Rs. 40 and above	..	3	2	..	..	..	..	5
All incomes	43	25	18	7	..	..	..	93
Percentage to total	46	27	19	8	..	..	..	100

STATEMENT IV.—Showing the total and average income.

Income groups.	Number of families.	Total income.			Average income.		
		Rs.	A.	P.	Rs.	A.	P.
Below Rs. 20	37	488	11	5	13	4	4
Rs. 20 and below Rs. 30	32	775	7	7	24	3	9
Rs. 30 and below Rs. 40	19	662	3	4	34	13	8
Rs. 40 and above	5	236	5	7	47	4	4
Total	93	2,162	11	11	23	4	1

STATEMENT V.—Showing the total and average expenditure.

Income groups.	Number of families.	Total expenditure.			Average expenditure.		
		Rs.	A.	P.	Rs.	A.	P.
Below Rs. 20	37	786	5	10	21	4	1
Rs. 20 and below Rs. 30	32	935	10	1	29	3	10
Rs. 30 and below Rs. 40	19	745	5	8	39	3	8
Rs. 40 and above	5	222	12	3	44	8	10
Total	93	2,690	1	10	28	13	8

STATEMENT VI.—Group percentage expenditure of families by income groups.

Head of expenditure.	Monthly family income				All incomes.
	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Rs. 40 and above.	
(1)	(2)	(3)	(4)	(5)	(6)
Number of budgets	37	32	19	5	93
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food	60·94	62·14	57·59	56·05	60·04
Clothing	5·98	6·74	6·84	6·28	6·54
Rent	5·22	2·78	4·97	4·04	4·20
Fuel and lighting	6·11	6·52	7·11	9·42	6·84
Household requisites	·38	·43	·40	·44	·37
Miscellaneous expenditure	4·37	21·39	23·09	23·77	22·01
Total	100	100	100	100	100·00

STATEMENT VII.—Showing the extent of indebtedness.

Income groups.	Number of families indebted						Total indebted and not indebted.	Percentage of indebted to total number of families.
	Under 3 months' pay.	3 to 6 months' pay.	6 to 12 months' pay.	12 to 18 months' pay.	Over 18 months' pay.	Total indebted.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Below Rs. 20 . .	9	8	5	3	5	30	37	32
Rs. 20 and below Rs. 30 .	4	12	6	3	2	27	32	29
Rs. 30 and below Rs. 40 .	4	2	7	1	1	15	19	17
Rs. 40 and above . .	3	..	1	1	..	5	5	5
All income groups .	20	22	19	8	8	77	93	83
Percentage of total .	21	24	20	9	9	..	..	83

STATEMENT VIII.—Showing particulars of indebtedness.

Income groups.	Number of families whose indebtedness is due to					
	Festivals.	Marriages.	Funerals.	Sickness.	Unemployment.	Miscellaneous.
Below Rs. 20 . .	..	5	1	2 (*a*)	2 (*b*)	20
Rs. 20 and below Rs. 30	1	9 (*c*)	1	2 (*a*)	1 (*b*)	13
Rs. 30 and below Rs. 40	..	5	2	1	..	7
Rs. 40 and above .	1	..	1	1	..	2
All income groups .	2	19	5	6	3	42
Percentage of total .	2	21	5	7	3	45

(*a*) One unemployment as well.
(*b*) One miscellaneous as well.
(*c*) One house building as well.

STATEMENT IX.—Showing particulars of housing accommodation.

Income groups.	Number of families whose houses are owned by					
	Government.	Municipality.	Employer.	Private.	Self.	Average number of rooms per family.
Below Rs. 20 . .	1 (*a*)	..	1	22	13	1
Rs. 20 and below Rs. 30	..	..	..	12	20	1·22
Rs. 30 and below Rs. 40	..	..	..	10	9	1·42
Rs. 40 and above .	..	..	..	2	3	1·6
Total .	1	..	1	46	45	1·19

(*a*) The wage-earner's son was employed as a warder in the local jail and he die ur months back. She still lives in the same quarters in the jail.

STATEMENT X.—Statement of analysis according to community.

Community.	Number of budgets collected.	Percentage to total number of budgets.
Hindus	79	85
Christians	11	12
Muhammadans	3	3
Total	93	100

PART II.

In paragraph 5 of his circular letter No. L.C. 5 (1), dated 7th April 1930, the Joint Secretary to the Royal Commission on Labour desired that in respect of the classes of factories noted in the margin in the Madras Presidency which are not governed by the provisions of the Indian Factories Act, particulars might be furnished to the Commission regarding—

(*a*) Factories using power and employing 10 or more persons on any one day in the year,
(*b*) factories and workshops not using power and employing 50 persons or more on any one day in the year, and
(*c*) smaller factories and workshops engaged in any particular industry which in the aggregate employs a considerable number of hands.

(1) the industries that are being carried on in these factories.

(2) the number of such establishments.

(3) the number of men, women and children therein employed.

(4) the conditions of their employment with particular reference to their earnings and hours of work, the minimum wages of the children employed and the effect which such employment has on their health.

In regard to factories using power but employing less than 20 persons information was also desired as to whether owing to lack of proper precautions for fencing the machinery the workers were exposed to any undue risks. An estimate was also wanted of additional staff which would, in the opinion of the Local Government, be required for the inspection of each of the three classes of factories mentioned above.

2. A census of unregistered factories in this Presidency was accordingly undertaken by the staff of the Revenue Department. . . . . Tabular abstracts have been prepared for the whole Presidency showing under each class of factories, the total number of factories and the total number of men, women and children employed in them. These abstracts are appended. In preparing these tabular abstracts, the various industries have been arranged under the main groups, *e.g.*, food, drink, tobacco, etc., minerals and metals, textiles and so on, which are adopted in the Administration Report of the Factories Department.

. . . . . .

4. The census of unregistered factories has had to be conducted under great pressure as the time available was very limited considering the magnitude of the work. As there was great delay in the receipt of complete information from all districts, the tabulation of the statistics received was taken up and completed before the returns from certain areas in Anantpur, Kistna, Ganjam, and Coimbatore districts were received. The tabulated figures do not therefore include the information relating to those areas. The Commissioner of Labour is of opinion that the results for the Presidency as a whole are not greatly affected by these omissions. Owing to the fact that the census had to be taken in so short a time and under great pressure it is not safe to assume that the figures even for the districts which sent complete returns in time are absolutely reliable and the probability is that the number of unregistered factories is greater than the returns indicate.

5. As regards the additional staff required for the inspection of these factories, the Commissioner of Labour considers that for the inspection of class (*a*) and class (*b*) factories which number 233 under each class, two Inspectors are necessary on the scale of pay already allowed for the Inspectors in the Presidency, *viz.*, Rs. 400—30—700. They have to be provided with the usual scale of clerical and menial staff, *viz.*, two clerks (one on Rs. 60—4—80 and the other on Rs. 35—60) and three peons on Rs. 12—18 each for each Inspector.

The number of factories coming under class (c) is 45,793 made up of 2,446 factories which use power but employ less than 10 persons and 43,347 factories which do not use power but employ less than 50 persons. It is considered that for the inspection of these factories it is not necessary to employ men of such high technical qualifications as Inspectors of Factories but that it would be sufficient if Workshop Inspectors possessing good general educational qualifications and some training in sanitary science are employed. These Workshop Inspectors will work under the control of the Inspectors of Factories. As a great deal of their work will have to be done more or less independently and as opportunities for corruption will be considerable, the Commissioner of Labour suggests a scale of Rs. 100—5—150 with a five per cent. selection grade on Rs. 200—10—250. As regards the number of such Workshop Inspectors required it is difficult to say in the absence of experience or data how many unregulated factories ought to be allotted to each Inspector. The maximum number which could be allotted to a Workshop Inspector would depend to a considerable extent upon whether the factories he has to inspect are concentrated in a small area or not. The Commissioner of Labour considers that the maximum number of factories for one Workshop Inspector's charge may for the present be fixed at 1,000. At this rate 46 Inspectors will be required for the whole Presidency. Each of these Inspectors would require a clerk on Rs. 35—60 and a peon on Rs. 12—18.

It is probable that in certain circles where the number of factories under class (c) is very large, the Circle Inspector's charge would have to be split up as otherwise the work involved in controlling the large number of Workshop Inspectors concerned would be too much for the Circle Inspectors in addition to their various other duties. The Commissioner of Labour considers that at least one additional Circle Inspector of Factories would be necessary on this ground alone. The Inspector will require the usual staff of clerks and peons.

The appointment of the additional staff suggested above would involve a very considerable amount of extra work in the office of the Chief Inspector of Factories. It is difficult at this stage to give any precise idea of the extra clerical staff he would require but it is considered that it is not likely to be less than two clerks, one on Rs. 40—65 and the other on Rs. 65—4—85.

The cost of the additional staff proposed is shown below :—

Statement showing the cost of the additional Factory Inspection Staff.

Items of Expenditure.	Ultimate cost. Rs.	Extra cost in the first year. Rs.
Three Inspectors of Factories on Rs. 400—30—700	21,000	13,200
Forty-six Workshop Inspectors—43 on Rs. 100—5—150 and 3 on Rs. 200—10—250	75,766	50,600
One clerk for the office of the Chief Inspector of Factories on Rs. 65—4—85	960	715
Three head clerks to work under the Inspector of Factories on Rs. 60—4—80	2,700	1,980
One clerk on Rs. 40—65 to work in the office of the Chief Inspector of Factories	630	440
Three clerk-typists to work under the Inspector of Factories on Rs. 35—60	1,710	1,155
Forty-six clerks to work under Workshop Inspectors on Rs. 35—60	26,220	17,710
Fifty-five peons on Rs. 12—18, 9 for the three Inspectors of Factories and 46 for the Workshop Inspectors	9,900	6,072
Travelling Allowance.—Three Inspectors at Rs. 2,000 per annum and 46 Workshop Inspectors at Rs. 900 per annum	47,400	47,400
Contingencies.—Furniture and Office Expenses, etc. (at Rs. 800 and Rs. 300 respectively for the offices of Inspector of Factories and Workshop Inspectors)	16,200	16,200
	2,02,486	1,55,472
or	2,02,500	or 1,55,500

Enclosure to Part II.

Statistical Abstract of the Census of unregistered factories in the Madras Presidency.

Explanatory Note.

Class A.—Refers to factories using power and employing 10 or more persons on any one day in the year.
Class B.—Refers to factories and workshops not using power and employing 50 persons or more on any one day in the year.
Class C-1.—Refers to factories using power and employing less than 10 persons.
Class C-2.—Refers to factories not using power and employing less than 50 persons.

Industry.	Class of factory.	Total number of factories in the class.	Number of persons employed				Remarks.
			Men.	Women.	Children.	Total.	
Food, Drink and Tobacco, etc.							
Rice milling . .	A	76	608	415	37	1,060	
Rice milling and cotton ginning.	A	3	19	12	1	32	
Rice milling, flour milling and ground nut decorticating.	A	4	26	20	1	47	
Flour milling and groundnut decorticating.	A	5	43	14	..	57	
Rice milling and groundnut decorticating.	A	23	191	103	12	306	
Flour milling . .	A	..	..	..	..	..	
Groundnut decorticating.	A	24	159	148	5	312	Thirteen factories omitted as the number employed is said to exceed 19.
Aerated water works	A	7	65	..	14	79	
Tea factories . .	A	12	110	47	16	173	
Rice and flour milling	A	9	72	38	2	112	
Ice factories . .	A	1	15	..	..	15	
Soap factories . .	A	1	15	..	..	15	
Arrack distillery .	A	1	18	..	..	18	
Peppermint manufacture.	A	1	17	..	..	17	
Turmeric polishing .	A	1	12	..	..	12	
Total .		168 +13 omitted or 81.	1,370	797	88	2,255	
Minerals and Metals.							
Metal vessels manufacture	A	2	89	..	7	96	
Textiles.							
Spinning and weaving	A	1	16	..	..	16	

Industry.	Class of factory.	Total number of factories in the class.	Number of persons employed				Remarks.
			Men.	Women.	Children.	Total.	
Gins and Presses.							
Cotton ginning .	A	15	113	114	..	227	
Cotton ginning and groundnut decorticating.	A	5	32	26	2	60	
Total .		20	145	140	2	287	
Engineering.							
Iron safe and trunk works, etc.	A	3	32	..	7	39	
Motor repairing .	A	1	9	..	4	13	
Total .		4	41	..	11	52	
Processes relating to wood, stone and glass.							
Brick and tile works	..	..	..	..	..	..	Two factories omitted as the number employed exceeds 19.
Chemicals, Dyes, etc.							
Oil extraction . .	A	2	24	2	1	27	
Dyeing . . .	A	5	47	8	6	61	Nine factories omitted as the number employed is said to exceed 19.
Total .		7+9 omitted or 16	71	10	7	88	
Paper and Printing.							
Printing and binding	A	7	67	..	36	103	
Grand Total for class	A	209 +2 omitted or 233	1,799	947	151	2,897	
Food, Drink, Tobacco, etc.							
Gram milling . .	B	1	12	28	20	60	
Beedi manufacture .	B	11	625	1	160	786	
Cigar manufacture .	B	14	708	..	413	1,121	
Coffee garbling .	B	12	152	1,027	116	1,295	
Tobacco curing .	B	10	465	475	240	1,180	
Cashewnut works .	B	10	156	1,270	546	1,972	
Snuff manufacture .	B	1	50	..	..	50	
Total .		59	2,168	2,801	1,495	6,464	

Industry.	Class of factory.	Total number of factories in the class.	Number of persons employed				Remarks.
			Men.	Women.	Children.	Total.	
Minerals and Metals.							
Mica industry . .	B	8	149	524	124	797	
Textiles.							
Carpet making .	B	4	332	250	384	966	
Hand-loom weaving .	B	65	3,128	1,134	913	5,175	Seven factories worked by the members of the family.
Total .		69	3,460	1,384	1,297	6,141	
Engineering.							
Iron safe and trunk works, etc.	B	1	50	..	..	50	
Motor repairs . .	B	1	55	..	..	55	
Total .		2	105	..	..	105	
Processes relating to wood, stone, glass, etc.							
Brick and tile works	B	23	743	940	348	2,031	
Carpentry . .	B	1	93	..	..	93	
Total .		24	836	940	348	2,124	
Chemicals, Dyes, etc.							
Match factories .	B	3	70	20	98	188	
Oil extraction . .	B	1	40	40	8	88	
Dyeing . . .	B	1	50	10	..	60	
Total .		5	160	70	106	336	
Paper and Printing.							
Printing and binding	B	2	105	..	8	113	
Processes relating to skins and hides.							
Tanning . .	B	57	3,192	367	725	4,284	
Miscellaneous.							
Tailoring . .	B	1	55	..	10	65	
Fibre manufacture .	B	6	368	235	19	622	
Total .		7	423	235	29	687	
Grand Total for class	B	233	10,598	6,321	4,132	21,051	
Food, Drink, Tobacco, etc.							
Rice milling . .	C1	1,853	5,442	773	346	6,561	
Rice milling and cotton ginning.	C1	4	16	6	1	23	
Rice milling, flour milling and groundnut decorticating.	C1	24	89	14	1	104	
Flour milling and groundnut decorticating.	C1	2	10	2	..	12	

Industry	Class of factory.	Total number of factories in the class.	Number of persons employed.				Remarks.
			Men.	Women.	Children.	Total.	
Food, Drink, Tobacco, etc.—contd.							
Rice milling and groundnut decorticating.	C1	65	268	99	12	379	
Flour milling .	C1	123	238	47	34	319	
Gram milling . .	C1	1	5	3	..	8	
Groundnut decorticating.	C1	23	70	55	..	125	
Aerated water works	C1	80	194	1	30	225	
Coffee garbling . .	C1	18	..	..	..	..	Figures given by the Revenue Department appear to be incorrect.
Tea factories . .	C1	3	18	5	..	23	
Rice and flour milling	C1	146	540	75	25	640	
Ice factories .	C1	5	22	..	3	25	
Total		2,347	6,912	1,080	452	8,444	
Textiles.							
Spinning and weaving	C1	9	28	..	41	69	
Minerals and Metals.							
Gilding and nickel plating.	C1	1	6	..	..	6	
Gins and Presses.							
Cotton ginning .	C1	2	4	8	..	12	
Cotton ginning and groundnut decorticating.	C1	1	9	..	..	9	
Total .		3	13	8	..	21	
Engineering.							
Iron safe and trunk works, etc.	C1	44	171	22	89	282	
Motor repairing .	C1	1	8	..	..	8	
Water pumping .	C1	10	33	2	4	39	
Electric power-houses	C1	2	6	..	..	6	
Total .		63	218	24	93	335	
Paper and Printing.							
Printing and binding	C1	10	50	1	12	63	
Chemicals, Dyes, etc.							
Oil extracting .	C1	13	45	14	1	60	
Grand Total for class	C1	2,446	7,272	1,127	599	8,998	

Industry.	Class of factory.	Total number of factories in the class.	Number of persons employed				Remarks.
			Men.	Women.	Children.	Total.	
Food, Drink, Tobacco, etc.							
Rice pounding and flour grinding.	C2	6	7	13	1	21	
Flour grinding . .	C2	8	7	14	..	21	
Gram milling . .	C2	5	20	120	18	158	
Groundnut decorticating.	C2	12	59	16	..	75	
Aerated water works	C2	1,057	2,153	67	580	2,800	
Beedi manufacture .	C2	449	3,285	76	2,025	5,386	
Cigar manufacture .	C2	188	1,159	20	613	1,792	
Coffee garbling .	C2	35	141	50	..	191	
Tobacco curing .	C2	199	1,246	667	283	2,196	
Soap factories .	C2	2	16	8	13	37	
Cashewnut works .	C2	36	46	495	171	712	
Beaten rice manufacture.	C2	39	51	39	..	90	
Bakeries . .	C2	3	9	..	2	11	
Total .	..	2,039	8,199	1,585	3,706	13,490	
Gins and Presses.							
Cotton ginning .	C2	46	103	123	6	232	
Minerals and Metals.							
Mica mining . .	C2	9	75	152	34	261	
Metal vessels manufacture.	C2	609	2,372	207	576	3,155	
Type foundries .	C2	4	34	..	51	85	
Total .	..	622	2,481	359	661	3,501	
Textiles.							
Carpet making .	C2	138	582	133	150	865	
Hand-loom weaving	C2	30,217	56,924	32,449	8,391	97,764	1,297 factories are worked by the members of the families.
Total .	..	30,355	57,506	32,582	8,541	98,629	
Engineering.							
Iron, trunk and safe works, etc.	C2	644	1,972	155	448	2,575	
Motor repairing .	C2	3	28	..	..	28	
Total .	..	647	2,000	155	448	2,603	
Processes relating to wood, stone, glass, etc.							
Brick and tile works .	C2	512	2,739	1,449	350	4,538	
Carpentry . .	C2	682	2,045	9	456	2,510	
Stone dressing, crushing, polishing and stone vessel manufacture.	C2	3	47	8	12	67	
Total .	..	1,197	4,831	1,466	818	7,115	

Industry.	Class of factory.	Total number of factori in the Class.	Number of persons employed				Remarks.
			Men.	Women.	Children.	Total.	
Chemicals, Dyes, etc.							
Match factories .	C2	33	124	1	346	486	
Oil extraction . .	C2	3,270	7,731	1,561	1,136	10,428	
Dyeing . . .	C2	372	1,591	273	185	2,049	
Gun-powder manufacture.	C2	1	6	2	..	8	
Total .	..	3,676	9,452	1,852	1,667	12,971	
Paper and Printing.							
Printing and binding	C2	466	2,712	37	621	3,370	
Processes relating to skins and hides.							
Tanneries . . .	C2	719	3,705	606	551	4,862	
Miscellaneous.							
Tailoring . .	C2	1,927	2,450	32	1,691	4,173	
Jewellery . .	C2	1,031	2,984	46	626	3,656	
Mat-weaving . .	C2	106	189	68	42	299	
Manufacture of slates and slate fittings.	C2	14	47	..	4	51	
Jewel stone polishing	C2	239	1,135	56	427	1,618	
Fibre manufacture .	C2	263	878	2,557	550	3,985	
Total .	..	3,580	7,683	2,759	3,340	13,782	
Grand Total for class	C2	43,347	98,672	41,524	20,359	160,555	

II.—GOVERNMENT OF BOMBAY.

Extract from letter from Mr. C. W. A. Turner, C.I.E., Secretary to the Government of Bombay, Political Department, to the Joint Secretary to the Royal Commission on Labour, No. 7242-B., dated the 15th October 1930.

I am directed by the Governor in Council to refer to paragraph 5 of your letter No. L.C.-5(1), dated the 7th April 1930, wherein certain additional information was asked for from the Bombay Government in regard to factories which are not governed by the provisions of the Indian Factories Act. I am to forward herewith a note from the Chief Inspector of Factories together with three statements which embody the information required by the Royal Commission. I am to observe that the information had to be collected mostly through the agency of the District Officers at a time when the trade and industry of the Presidency have been in an abnormal condition. Every effort has, however, been made to supply as complete information as possible within the time available. I am to add that the information in respect of Surat City is still awaited and will be supplied hereafter.

* * * * * *

Note by Mr. W. H. Phillips, Acting Chief Inspector of Factories, Bombay Presidency, regarding factories and industries in the Bombay Presidency including Sind which are not at present governed by the provisions of the Indian Factories Act.

1. Before commenting upon the information contained in the tabulated statements it is necessary to draw attention to the following points :—

(*a*) Trade and industry generally have been in an abnormal condition during the period when enquiries were being made. For this reason two lists have been prepared, one containing the information requested by the Secretary to the Royal Commission on Labour whilst the other furnishes information regarding concerns which—

(i) employ 5 to 9 persons and use power;

(ii) employ 30 to 49 persons and do not use power.

These will indicate to some extent the number of concerns which may be affected by any recommendation made by the Commission if and when trade improves to approximately normal conditions, and in the closing notes of this report the additional inspection staff required on this account has been provided for.

(*b*) Information for the Cities of Bombay, Ahmedabad and Karachi has been obtained by the Factory Inspection Department whilst that concerning districts has been practically entirely collected from District Officers. The latter information has not been sufficient in some cases to indicate conditions in industries as fully as desired, but District Officials have in many cases been more than usually busy.

Altogether enquiries have been made in over 1,000 concerns using power and more than 620 which do not use power. Many of the concerns visited do not employ sufficient persons to be included in the tabulated statements. There are in addition large numbers of small concerns which have not been visited, in which power is used and 2 or 3 persons employed. These are mainly small flour milling premises with machinery either unfenced or unsatisfactorily fenced. The number of persons employed in the concerns covered by this enquiry exceeded 21,800, of which 7,408 men, 870 women and 247 children were employed in concerns using power and 8,252 men, 4,309 women and 760 children in those not using power.

Inspectors have had considerable trouble in ascertaining the truth. In several cases information regarding monthly earnings was understated as people thought that information was being obtained for the Income Tax Department. With regard to hours of work and holidays, it has not been possible to obtain definite information of conditions obtaining in normal or good times, but it is generally understood that these fluctuate considerably with trade demands in all industries. It has not been possible either to obtain definite information regarding the effects of employment upon the health of children and it is considered that in many cases the actual number of children employed exceeds the figure shown.

In the tabulated statements* attempts have been made to indicate varying conditions in certain trades in Bombay or other towns and in districts. This, however, has not been possible in every case and conditions have been found to vary considerably in the same trade in the same town or area.

The information regarding small concerns has disclosed a large number and variety of comparatively new industries for India. They have in some cases been difficult to classify more especially when one concern undertakes two different trades. Under Miscellaneous are industries varying from film, button, nib, and inkmaking to perfumery manufacture. Many of these appear to be struggling for an existence and only employ small numbers.

2. During 1924 this Department made an enquiry in certain areas into conditions under which small power plants were erected and worked. This, although not a full enquiry by any means, was sufficient to induce Government to publish Resolutions containing "Rules for the working of small power plants to be observed by owners" and instructions to District Magistrates regarding action to be taken to ensure compliance (Government Resolutions, General Department, No. 5540, dated 26th March 1925, 30th June 1925 and 10th October 1925). Copies of Resolution dated 26th March 1925 and Rules dated 30th June 1925 are attached.† The attempt by Government to amend the District Municipal Act on 20th July 1927 in order to give better effect to the Rules was frustrated in the Legislative Council.

3. Concerns classed as General Engineering rank highest as regards numbers employed and using power. The more important industries are rice mills, printing works, oil mills, flour mills and aerated water factories which mostly employ men, whilst cotton gins, sugar factories and *gur* factories employ large numbers of men and women and also probably children of tender age.

Of the concerns not using power Railway Running Sheds and Loco Carriage and Wagon Sheds employ the largest number of persons, mainly men, and *bidi* workshops employ the largest number of women, whilst baking and husking of casheu nuts employs considerable numbers of women and probably children. Tanneries employ large numbers of men and in the wool sorting premises attached to these women and some children are employed. *Dhobi-ghats*, either directly or indirectly in connection with cotton mills, particularly of Ahmedabad City and District, employ large numbers, mainly men.

(*a*) With regard to concerns using power, it is usual to find either no attempt at fencing or unsatisfactory results in most classes of factories. This does not mean that workers are exposed to special accident risks in all cases. Large numbers in towns particularly have been erected in dwelling houses converted for the purpose. This in India generally means low ceilings, dark rooms, often sun-dried brick and mud walls, wooden beams and rafters, shafting insecurely supported from walls or ceilings and in many cases on the ground at a dangerous level for *dhotis*.

Oil engines used largely in districts and also in towns outside Bombay are often in a very bad state of repair and are worked until they stop. The same remarks apply to transmission shafting.

The following are short notes on a few fatal accidents which have occurred in recent years in small unregulated factories, most of which employ less than 10 persons and use power :—

(*i*) A young boy killed by being entangled in shafting of an oil mill in Karachi.

(*ii*) Two men killed in a flour mill at Karachi by being entangled in shafting whilst belt replacing.

(*iii*) Two men died of injuries and other injured by breakage of a cupola in a small brass factory at Karachi.

(*iv*) One woman died from injuries received through clothing being caught in unfenced portion of oil mill machinery in Bombay.

(*v*) One man entangled in shafting of small engineering shop in Bombay.

(*vi*) Three men killed in a rice factory at Bulsar while cleaning a well, overcome by gases.

(*vii*) One man killed on the coupling on shafting in a small cotton gin in Panch Mahals District.

(*viii*) One boy killed by being entangled in an oil engine flywheel of a flour mill in Ahmedabad.

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* Annexure II.

† Annexure I

The above accidents were mainly in towns. It is probable that there have been several in the districts of which this Department has not received any information. 29 concerns have been notified as factories under section 2 (3) (*b*) of the Indian Factories Act (*vide* page 64 of Government of Bombay's Memorandum* to the Royal Commission on Labour).

(*b*) Conditions in concerns not using power vary considerably.

4. *Notes on the more important industries and trades in List C*†;

(*a*) With reference to conditions in Railway Running Sheds, Loco. Carriage and Wagon Repair Shops and other establishments, it may be stated that the question of hours of work and holidays for all employees not covered by the Indian Factories Act is being reviewed by the Railways concerned, with a view to the early introduction of measures to comply with the Indian Railways (Amendment) Act, 1930, which followed the Washington and Geneva Conventions. Generally there appears to be little cause for complaint, the workers being well paid for overtime work at certain seasons when traffic is heavy, and allowed long spells of leave to visit their homes during slack seasons occasionally. Attempts are generally made to fence machinery, not always satisfactorily however.

(*b*) *Bidi* workshops in Bombay are better than in Ahmedabad. In the latter town work is generally carried on in much smaller rooms and under much more trying conditions than in Bombay. None of the Ahmedabad concerns, however, employ more than 30. It appears probable that any attempt to regulate conditions in Bombay would be followed by the work being carried out in a large number of small concerns employing less than the number fixed to constitute a factory. The Superintendent of Excise in charge, Tobacco Department, Bombay, reports that there are now 28 premises engaged in *bidi* making in Bombay employing 299 men, 617 women and 9 children, of which only 3 employ more than 50, and 8 from 30 to 49 persons. He also states, "Bidi turners are paid for each day's turn at the rate of Re. 1 to Rs. 1-4-0 per 1,000 bidis. They have no fixed days or hours of work, but their usual hours of attendance are from about 10 and 12 noon to about 6 and 8 P.M. They bring their own supply of ready cut "temburni" leaves and the shopkeepers supply loose tobacco and thread. The cut leaves cost the bidi maker annas 2 per 1,000. Men generally work longer hours than women and widows longer than married women. Very few children attend the shops for bidi turning. Those who attend generally accompany their parents or guardians. There is no contract between the workers and the shop-keepers for daily attendance. *Thus the workers go to any shop where they expect work.* The women generally employ themselves at the shops nearest their houses. The bidi turners have no weekly holiday, but they stay away on communal holidays or whenever they are disinclined to work. No machinery is used in the tobacco shop. There are no factories or workshops where the workers are exposed to undue risk owing to the lack of fencing of the machinery."

Outside Bombay the only *bidi* factories employing more than 50 persons appear to be 6 in number situated in Sholapur, Nasik and Belgaum.

(*c*) *Gur* or *Gurhal* factories, extracting sugar by rough methods from sugarcanes, exist in large numbers in Ahmednagar, Poona and Nasik Districts. A few have been registered as factories after considerable difficulty and a test prosecution regarding the class of work which constitutes "employment" under the Indian Factories Act. This is practically entirely a village industry of a seasonal nature lasting at most four months and large numbers of the "Factories" reported by the District Officials derive their "Mechanical power" from bullocks. These would be extremely difficult to regulate being situated in out-of-the-way villages. There is, however, an increasing number driven by oil engines.

Machinery is generally unsatisfactorily fenced and crushers are a potential source of accidents in addition to belts shafting and flywheels. Hours of labour are irregular and exemptions will probably be necessary.

(*d*) *Sugar* factories are confined to the large towns. They refine *gur* somewhat and mix it with imported sugar. They work most of the year although trade varies considerably. The industry appears to be growing.

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* Royal Commission on Labour Evidence Volume I, Part I, page 64.

† Annexure II.

(*e*) *Tanneries* are situated in the large towns only at present. None (unregistered) are using power yet. In conjunction with tanneries wool sorting factories are worked employing women and children. No case of anthrax in the Bombay factories or in the Shikarpur hair and wool sorting factories (registered) has up to the present been noted although steps have been taken to obtain information on this point.

(*f*) *Hand-loom industry.*—Information received from the districts does not appear to be complete, and no return has yet been received from Surat City employing, probably, the largest number of persons. There do not appear to be many abuses in this industry which is largely a cottage industry employing members of a family. It may also be noted that there have been many representations to Government for more assistance to this industry and any attempt to regulate conditions would be followed by another outcry.

(*g*) *Hand Bleaching in Dhobighats* attached directly or indirectly to cotton mills mainly in Ahmedabad City and District. Work is done by contractors who pay piece-work rates. *Dhobis* generally appear to be physically stronger, fitter and better fed than other labour employed in the same locality. They work in the open air in Ahmedabad with no protection from the sun except in a few isolated cases (such as Calico Mills). They do not generally obtain a weekly holiday and, although attempts have been made to regulate conditions inside mill premises, difficulties exist. The contractor has contracts in several mills and possibly owns a *dhobighat* outside and although he nominally gives men holidays on different days he actually changes them around in several premises so that it is difficult for an Inspector to obtain evidence.

A number of the *dhobis* employed inside mill premises also work sometimes in other places outside and also on the river bank. (In recent years mill cloth is to some extent bleached here owing partly to the growth of the demand for bleached goods and to water shortage and lack of space in some mills). In winter standing in cold water must be as trying as working in the sun in summer, but it is difficult to attempt to regulate conditions in some concerns whilst many others are unregulated.

(*h*) *Hand Dyeing.*—There do not appear to be any serious abuses in this class of factory. All lead dyeing concerns have been declared factories under section 2 (3) (*b*) of the Factories Act, and owing to the loss of the China export trade there are very few concerns at present using lead salts.

(*i*) *Printing and Book Binding* premises, not using power, employ considerable numbers in ill-lighted, badly ventilated, overcrowded rooms. Many employees are found wearing glasses and conditions of work are bad in many cases.

(*j*) *Hand printing of cloth* employs a considerable number of persons, approximately 2,500, in Ahmedabad. It is a cottage industry, not using power, generally employing members of a family and covers work in the back streets of the city and work on the sandy stretches of the river above the city, where colours are fixed by oxidisation. There do not appear to be any serious abuses and it would be almost impossible to regulate conditions of labour at present.

(*k*) *Hand manufacture of match boxes*—A cottage industry which has sprung up with the growth of the match making industries in the towns of Bombay and Ahmedabad mainly. Work is given out to heads of families and approximately, 1,000 families are employed. They work when they feel inclined in the intervals between domestic duties and probably under conditions which are not worse than in the factories. It would be almost impossible to attempt to regulate conditions at present.

(*l*) *Seeds, gum and nut sorting, etc.*—Under this class are :—

(*a*) *Kumkum* factories which make paint used for caste marks;

(*b*) Guru sorting for gum making and sweet making purposes;

(*c*) Casheu nuts baking and husking;

(*d*) *Harda* sorting for colours used in ink and paint manufacture:

(*e*) Issus grinding and cleaning for perfumery manufacture.

Each of these employs small numbers of persons. Some of the concerns employ more than 50 but most are smaller. Only one uses power. There do not appear to be any serious abuses.

5. With reference to the advisability of extending the application of the provisions of the Factories Act, Mr. Johnstone's remarks in his written evidence* to the Royal Commission on Labour may be considered together with his oral evidence, the main points of which are :—

(*a*) Compensation for accidents under the Workmen's Compensation Act can be obtained in a section 2 (3) (*a*) factory but not in a section 2 (3) (*b*) one.

(*b*) Work thrown on the inspection staff and difficulties experienced in registering factories on the border line. By reducing the number of workers slightly to below the legal limit and working longer hours or working two or three shifts an unregistered factory may turn out more work and have a much accident risk than a registered factory, hence the necessity for omitting "simultaneously" from section 2 (3) (*a*) and (*b*) of the Factories Act.

(*c*) In the first instance only certain sections of the Factories Act should apply to factories included in any recommendation.

6. With reference to the probable extra inspection staff which would be required, as stated by Mr. Johnstone approximately in his oral evidence† it appears that the following would be the minimum requirements :—

——	At present.	With return to normal trade conditions.
	Per cent.	Per cent.
(*a*) For factories employing 10 persons, using power.	25	50
(*b*) For factories employing 50 persons, not using power.	5	12½
(*c*) Industries employing considerable numbers in the aggregate.	25	25
[For concerns not included under (*a*) or (*b*)] .		
Total from .	55	to 87½ approximately.

It is considered probable that the existence of more concerns would be revealed in a more searching enquiry. The increase in staff required for a number of factories cannot be compared to the existing staff for factories already registered, as it is generally the small factories which give the staff more work and in future owing to the number of concerns in districts difficult of access a larger proportion of the staff's time would be spent in travelling with a corresponding increase in the cost of travelling allowances. With any increase of the inspection staff, reorganisation of the clerical and also menial staff will be required.

* Royal Commission on Labour Evidence Volume I, Part I, page 189.

† Royal Commission on Labour Evidence Volume I, Part II, page 343.

ANNEXURE I.

Resolution by the Government of Bombay, General Department, No. 5540, dated the 26th March 1925.

Factories.—Rules for the working of small power plants.

Letter from the Collector of Surat, to the Commissioner, Northern Division, No. P.O.L., dated the 7th April 1924 :—

"I have the honour to suggest that Government should be moved to have enquiry made into the conditions under which small power plants (oil, rice and flour mills) not coming under the Factories Act are conducted with a view to legislation.

"2. There are scores of such small factories in this district, and the conditions under which the machinery is worked can hardly be adequately described.

"The other day I visited two in Chikhli. In one the main axle of the flour mill about 1½" diameter was running in a bearing worn to a full half-inch greater diameter than the axle, and the counter-shaft was fixed on rough wooden trestles which rocked through about half an inch at every revolution of the engine.

"3. In another, the loose pulley for the driving belt on the engine shaft was battering backward forward through about half an inch along the shaft, and alternately being caught by and released from the driving belt which was running over the edge of the fixed driving pulley. Half of the outer portion of the brass of the main engine bearing was broken off and the axle was battering like a small steam hammer at every stroke.

"4. The condition in which the machinery is kept is in many cases indescribable.

"These plants are very often set up anyhow in unsuitable shops or house not adopted for the placing of a power plant. The public come in freely about the machinery.

"There have been several serious accidents recently and it is astonishing to me that serious accidents are not a daily occurrence.

"5. I would suggest that a senior Factory Inspector should be deputed to visit typical factories of this kind, and report as regards the condition of the machinery, and as regards the danger to the members of the public who are admitted to the premises.

"6. By threatening owners generally with prosecution I have been able to get most of them fenced to prevent danger to the public, but I cannot without expert assistance proceed to prosecute them for running their machinery in the imminently dangerous condition in which it is often kept. Even if no special legislation is found to be necessary, an experienced Factory Inspector would probably be able to lay down rules based on ordinary factory practice, as to condition and fencing of machinery, breach of which would justify prosecution under the Indian Penal Code (section 287)."

Memorandum from the Commissioner, Northern Division, No. M.S.C. 457, dated the 10th June 1924 :—

"Copy, with copies of the subsequent correspondence submitted to Government in the General Department, for favour of taking such action as Government think necessary.

"2. So far as the Surat District is concerned the conditions under which these small inefficient plants work are really dangerous and if the enquiry suggested by the District Magistrate in paragraph 5 of his letter is made, it would probably disclose the existence of a similar state of things elsewhere."

Memorandum to the Collector of Bombay, No. 5540-D., dated the 17th June 1924 :—

Letter from the Collector of Bombay, No. F.I.-11599, dated the 31st October 1924 :—

"I have the honour to return the papers received with the Government memorandum, General Department, No. 5540-D, dated the 17th June 1924.

"2. Many of the small power plants in Surat District (oil, rice and flour mills) referred to by the District Magistrate, Surat, in his communication No. P.O.L. of 7th April 1924, were visited by the Factory Inspector of Ahmedabad. In most of the cases these plants are set up in dwelling houses and defects

were found either in the construction of these houses or in the guarding and condition of machinery. To remedy these defects the Inspector suggests the adoption of certain rules which are based upon ordinary factory practice. I agree with the rules suggested and consider that they should be adopted in the Surat District. They cannot however, under any existing law be issued as statutory rules with breach involving a penalty. But the District Magistrate may, it is suggested, notify them in the local press, send a copy of them to each small factory owner by registered post and also state that failure to comply with them will involve prosecution under section 287 of the Indian Penal Code, whether an accident occurs or not. He could perhaps use the Police and the Revenue Department staff to get the machinery, etc., put in a safe condition as regards fixation and fencing. In the case of Municipalities, the Municipality may be asked by him to use their establishment to obtain and then maintain compliance with the suggested rules.

"3. The District Magistrate and Magistrates especially empowered by him could also issue temporary orders under section 144 of the Criminal Procedure Code, the effect of which might be to get a permanent improvement effected.

"4. The Inspector did not consider that buildings in any of the factories were in imminent danger but he thought there was a possibility of a collapse of a portion of the wall or floor in four factories within 12 months.

"5. Whilst the Inspector was unable to trace all the accidents owing to the non-maintenance of records he discovered in the factories visited that a fatal and two slight accidents had occurred in recent years.

"6. There is no reason to suspect that the conditions prevailing in the Surat factories are in any way different to those in similar plants in other centres and it appears to be desirable for municipalities to exercise stronger control over small factories. The Factories Act has recently been extended to include premises employing 20 or more persons with power to the Local Government to apply it in special cases if ten persons are employed, but most of the concerns referred to in this correspondence employ fewer than ten. It is thus not possible to remedy defects in such factories by applying the Factories Act. The Bombay District Municipal Act contains no provision suitable.

"7. Section 48 (*b*) (*iii*) of the Bombay District Municipal Act empowers municipalities to make bye-laws to regulate or minimise the dangerous, offensive or injurious effect of a manufactory which as stated in section 151 (*1*) (*o*) causes bad smells or risk of fire. This obviously would not apply to danger to the inmates from defective protection of machinery. Before section 48 could be applied section 151 would have to be amended to cover manufactories, the machinery of which is dangerous owing to want of fencing or defective fencing.

"8. The City of Bombay Municipal Act, section 392, provides for both sanitary regulation and for fencing of machinery in the case of factories to which the Factories Act is not applicable and section 394 (1) (d) (ii) thereof provides the terms and conditions of a licence that shall be observed in such premises.

"9. I would suggest therefore that the powers of control given by the City of Bombay Municipal Act be incorporated in the Bombay District Municipal Act. The effect would be to control small factories in municipal areas by licences which would be varied to suit the particular conditions of each factory. This is much preferable to the method of amending sections 48 and 151 of the Bombay District Municipal Act and having bye-laws framed by each municipality, a process which takes years, if done at all.

"10. Such small manufactories however are often found in villages. To control these, it will be necessary to amend the District Local Boards Act and the Acts dealing with Notified Areas. The Remembrancer of Legal Affairs may be consulted as to the legislative changes required. The Local Board overseers and sub-overseers might be the supervising staff. They however have no knowledge of machinery and how far they will be useful is doubtful. It is however time that District Local Boards should develop into becoming efficient agents for all the minor purposes of local administration.

"11. Probably the ultimate and only satisfactory solution will be for all areas outside Bombay Municipality to amend the Factories Act so as to cover all factories using power, no matter how few the number of employees. But this will mean an increase in the Factory Establishment. An *interim* procedure, such as proposed above, is desirable.

"12. Pending legislative changes, the Collector and District Magistrate, Surat, and the Collectors and District Magistrates elsewhere may proceed as recommended in paragraphs 2 and 3 above."

RESOLUTION.—In view of the large number of small power plants not coming under the Indian Factories Act, which work in this Presidency under conditions which are really dangerous and likely to cause serious accidents, the Governor in Council is pleased to direct that all District Magistrates should have the rules appended to this Resolution translated in the principal local vernaculars and notify them for general information, copies being sent to owners of small factories in their districts by registered post for their information and guidance. In cases of failure to follow these rules, District Magistrates should see that action is taken where necessary under section 287 of the Indian Penal Code and section 144 of the Criminal Procedure Code.

2. The question of amending the District Municipal and the District Local Boards Acts with a view to keeping an effective control over these factories will be considered hereafter.

Enclosure to Annexure I.

RULES FOR THE WORKING OF SMALL POWER PLANTS.

(Accompaniment to Government Resolution, General Department, No. 5540, dated 30th June 1925.)

A.—Construction.

1. No heavy machinery, plant or articles shall ordinarily be located anywhere except on the ground floor. They shall not be located on an upper storey unless it is specially constructed of adequate strength for the purpose.

2. Where shafting is supported from the ground the supports shall be rigid and the bearings fixed rigidly to them.

The support should preferably be either a casting or steel frame secured to a concrete foundation or a concrete or good masonry support.

3. Overhead shafting shall not be supported from the floor above, wall or roof of any building unless it has been specially constructed of sufficient strength for the purpose.

It must be supported on a rigid frame work of wood or metal securely braced, or on masonry pillars of sufficient strength.

B.—Fencing.

1. All flywheels, shafts, couplings, collars, clutches toothed wheels, pulleys, driving straps, ropes and chains shall be securely fenced if in motion and likely to cause danger, except where by construction or position they are as safe to all persons as they would be if securely fenced or guarded.

NOTE.—Where oil engines have to be started by pulling the flywheels around by hand a hinged or moveable guard should be provided. Projecting keys and set screws should be cut off and shafts covered if they project outside the fencing.

2. Where owing to insufficient space it is dangerous for any person to move around machinery or belts, the space shall be blocked so that no person can pass that way or the arrangement altered and any dangerous portion fenced.

3. Shuttle guards shall be fitted and maintained on all working looms.

C.—Belt shifters.

All fast and loose pulleys shall have efficient belt shifters fitted and no belt shall be allowed to rest upon a revolving shaft. Belt hangers shall be provided.

D.—Maintenance.

All bearings and shafting shall be kept in proper alignment and repair. Bearings must be kept in proper condition of adjustment and immediately replaced when they cannot be adjusted by tightening.

No engine or machine shall be kept running with a loose or broken bearing, and bearings must always be kept in such condition that vibration and hammering are prevented.

E.—Rules to be observed by persons in charge of machinery.

Every person replacing a belt or oiling bearings of running machinery shall wear tight clothing. This clothing should be provided by the proprietor or manager of the factory free of cost.

A *dhoti* wrapped round the body in any manner shall not be deemed to be tight clothing.

ANNE

STATE

BOMBAY PRESIDENCY

Tabulated Statement showing numbers of Factories and employees

(1) Factories using power and employing

(2) Factories not using power and employ-

Industry.	Factories using power and employing between 10 and 19 persons.				Factories not using power and employing 50 and more persons.				Monthly earnings.		
	Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.	Men.	Women.	Children.
Water Pumping Stations	2	22	..	..	..	..	..	..	Rs. 28/35	Rs. ..	Rs. ..
Total . .	2	22	..	..	..	..	..	..	..	..	..
Textiles—											
Cotton (Spinning, Weaving and other) factories.	11	97	23	20	..	..	..	..	25/30	15	12
Hosiery . .	1	7	5	..	..	..	..	..	22/45	22	..
Silk Mills . .	1	2	12	..	..	..	..	..	24	12	..
Miscellaneous . .	2	26	..	4	..	..	..	..	25/40	15	15
Total . .	15	132	40	24	..	..	..	..	..	..	..
Engineering—											
Coach building and motor car repairing.	10	134	..	2	1	50	..	..	See remarks column.		
Electrical Engineering	3	42	..	..	..	..	..	..			
General Engineering .	77	942	1	46	1	50	..	..			
Metal Stamping .	1	18	..	..	..	..	..	..			
Steel trunk, lock and cutlery.	1	10	..	3	1	50	..	..	Rs. 60 skilled men.		
Miscellaneous . .	8	95	2	11	..	..	..	..	Rs. 20 labourers.		
Total . .	100	1,241	3	62	3	150	..	..	..	..	..
Minerals and Metals—											
Foundries . .	4	62	..	..	..	..	..	..	Bombay 60 skilled men 30/35 labourers. Ahmedabad 20/35.	..	..
Miscellaneous . .	4	45	..	..	..	..	..	..		..	..
Total . .	8	107	..	..	..	..	..	..	..	..	..

XURE II.

MENT I.

(INCLUDING SIND).

by Industries with conditions in each in different areas for ;—

between 10 and 19 persons.

ing 50 and more persons.

Average weekly hours of work.			Minimum ages of children.	Are women or children employed after 8 p.m.?	Is a weekly holiday given? If not, what system of holidays is in force?	Is there any adverse effect on the health of the children?	Remarks.
Men.	Women.	Children.					
56/60	..	..	..	..	Yes .	..	Information of Pumping Stations has not been received from several Districts. Work is on 3 shifts and persons live on the premises and relieve one another by agreement.
..	..	..	..	..	..	..	
54/60	54/60	54/60	Doubtful.	No	Yes	..	9 Ahmedabad City and District 1 Colaba, 1 Thana.
50/60	50/60	..	..	No	Yes	..	Bombay.
56	56	..	..	No	No.	..	Fencing good.
60/72	60/72	..	..	Yes	No, except religious holidays.	..	Yarn winding and glazing. Gold thread manufacturing, Bombay.
..	..	..	..	..	..	..	
48/63	48/60	35/60	About 12 years.	No	Generally two holidays per month.	..	The following remarks apply to practically all factories classed "Engineering"—
60	..	..	..	..	Generally.	..	All Bombay concerns.
..	..	..	..	..	..	..	
48/60	..	..	..	..	Yes	..	Only Bombay concerns shown here. Ahmedabad concerns employ less than 5 at present.
48/66	..	..	..	..	Two holidays a month, some give none.	..	
..	..	..	..	..	..	..	

——	Pay in Bombay.	Pay in District.
	Rs.	Rs.
Skilled Mechanists	55—85	..
,, fitters .	50—70	40—60
Semi-skilled do	25—40	25—40
Labourers . .	25—30	15—20
Oilers . .	25—35	20—25
Firemen . .	25—40	25—30
Engine driver .	35—50	35—45

and also to similar men employed in other factories.

Industry.	Factories using power and employing between 10 and 19 persons.				Factories not using power and employing 50 and more persons.				Monthly earnings.		
	Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.	Men.	Women.	Children.
									Rs.	Rs.	Rs.
Food, Drink and Tobacco—											
Bakeries, Biscuits and Confectionery.	6	82	..	..	..	..	..	..	30/35	15	..
Dairy produce .	4	55	3	..	..	..	..	..	25/70	20	..
Flour Mills . .	18	233	..	13	..	..	..	..	Karachi 25/35. Bombay 30/35. Nasik 15/25.	.. .. ..	.. 15 ..
Ice and Aerated Waters	16	206	..	..	..	..	..	..	Bombay 18/60. Ahmedabad 18/30.	.. ..	.. ..
Rice Mills . .	67	732	109	8	..	..	..	..	15/26	10/14	10/14
Miscellaneous . .	17	200	22	3	1	140	80	..	30	15/18	8/1
Total . .	128	1,508	134	24	1	140	80	..	..	..	..
Chemicals, Dyes, etc.—											
Gas works . .	1	15	..	..	..	..	..	..	..	..	..
Oil mills . . .	24	251	79	3	..	..	..	..	Districts 15/30. Bombay 30/50	8/12 15/16	6/8 ..
Paints . . .	1	10	..	..	..	..	..	..	..	..	..
Soaps . . .	5	57	..	18	..	..	..	..	Districts 15/20.	..	..
Miscellaneous . .	3	15	27	2	..	..	..	..	21/40	17/18	11
Total . .	34	348	106	23	..	..	..	..	..	..	..
Paper and Printing—											
Printing, Book-binding, etc.	45	592	3	20	..	..	..	..	Ahmedabad 20/40. Bombay 20/.0	.. ..	.. 10/11
Total . .	45	592	3	20	..	..	..	..	..	..	..
Process relating to wood, stone and glass—											
Bricks and Tiles .	2	13	7	4	3	260	140	..	14/15	9/10	7/13
Glass . . .	2	29	..	..	..	..	..	..	30/60	..	..
Saw Mills . .	4	47	..	..	..	..	..	..	22 30/45 30/55	.. .. ..	.. .. ..
Stone Dressing.	3	36	..	..	..	..	..	..	28/45	..	..
Total . .	11	125	7	4	3	260	140	..	..	..	..

Average weekly hours of work.			Minimum ages of children.	Are women or children employed after 8 p.m.?	Is a weekly holiday given? If not, what system of holidays is in force?	Is there any adverse effect on the health of the children?	Remarks.
Men.	Women.	Children.					
59/66	59/66	..	..	Yes	Irregular	..	All Bombay concerns.
56/66	56/66	..	..	From about 4 a.m.	No ..	..	All Bombay concerns. Other districts have small concerns.
66	..	..	..	..	Irregular	..	10 in Karachi, 5 Nasik, 1 Kaira, 1 Surat, 1 Bombay shown here. There are at least 500 in Bombay, 70 Nasik, 40 Ahmedabad, 30 Surat and smaller numbers in each town of the Presidency in which power is used and less than 5 persons employed; fencing bad.
66	..	60	..	..	No ..	..	
56/66	..	..	..	..	No ..	..	
45/72	..	..	..	..	No ..	..	Bombay.
70	..	..	..	..	No ..	..	Ahmedabad.
56/63	56/63	56/60	..	No	Irregular	..	31 Larkana, 13 Thana, 7 Kolaba, 5 Hyderabad, and others scattered in different districts.
42/70	42/70	42/70	10	No	Irregular	..	9 Groundnut factories in Satara, 3 Bombay are grain crushers, 3 East Khandesh are groundnut factories, others miscellaneous.
..	..	..	..	..	..	..	
..	..	..	..	..	..	..	
56/66	56/66	36/48	Doubtful.	..	No ..	..	Situated in Bombay and many districts.
63/77	56/63	..	..	..	Irregular	..	
..	..	..	..	..	..	..	Bombay Suburban District.
52/60	..	..	..	..	No ..	..	Ahmedabad District.
48/66	48/66	56	Doubtful.	..	Irregular	..	All Bombay.
..	..	..	..	..	..	..	
45/60	..	..	..	..	Generally.	..	13 Ahmedabad City (Surat City figures not yet received).
48	..	48	13	..	Do.	..	31 Bombay (factories not using power shown in "C" List).
..	..	..	..	..	..	..	
48/54	48/54	48/54	Stated to be 15.	No	Irregular	..	Tile factories, Belgaum and Ratnagiri.
54	..	..	..	..	Two per month.	..	Both Bombay.
56	Bombay Suburban.						
48	Bombay	..	..	..	Yes	..	All Bombay except 1 Khandesh District.
54	West Khandesh.						
48	..	..	..	..	Yes	..	All Bombay.
..	..	..	..	..	..	..	

Industry.	Factories using power and employing between 10 and 19 persons.				Factories not using power and employing 50 and more persons.				Monthly earnings		
	Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.	Men.	Women.	Children.
	Details shown in "C" List.								Rs.	Rs.	Rs.
Tanneries											
Gins and Presses—											
Cotton Ginning and Baling.	30	225	153	6	..	..	..	..	18/25	12	11
Miscellaneous	2	11	9	..	..	..	..	..	30/35	15/20	..
Total	32	236	162	6	..	..	..	..	..	..	..
Miscellaneous—											
Laundries	2	24	2	..	..	..	..	..	15/60	13/20	..
Miscellaneous	9	105	7	..	1	31	13	6	varying		
Total	11	129	9	..	1	31	13	6	..	..	..
Grand Total	386	4,440	464	163	8	581	233	6	..	..	..

Average weekly hours of work.			Minimum ages of children.	Are women or children employed after 8 p.m.?	Is a weekly holiday given? If not, what system of holidays is in force?	Is there any adverse effect on the health of the children?	Remarks.
Men.	Women.	Children.					
60 or more.	60 or more.	40/60	Doubtful.	Yes	Irregular	..	Small gins are increasing in many Districts rather than extensions to bigger concerns.
64/72	60/72	..	..	Yes	Irregular	..[a]	1 Ahmedabad, 1 Bombay.
..	..	..	..	..	..	..	
52	..	..	..	..	Yes	..	Bombay.
conditions in different districts and trades.							Mainly Bombay and a few in districts.
..	..	..	..	..	..	..	
..	..	..	..	..	..	..	

STATEMENT II.

BOMBAY PRESIDENCY (INCLUDING SIND).

Tabulated Statement showing numbers of factories and employees by Industries in different areas for :—

(1) Factories using power and employing between 5 and 9 persons.

(2) Factories not using power and employing between 30 and 49 persons.

Industry.	Factories using power and employing between 5 and 9 persons.				Factories not using power and employing between 30 and 49 persons.				Remarks.
	Number of factories.	Men.	Women.	Children.	Number of factories.	Men.	Women.	Children.	
Breweries and Distilleries.	1	7	..	..	..	..	..	..	Ahmedabad.
Total .	1	7	..	..	..	..	..	..	
Textiles—									
Cotton (Spinning, Weaving and other) factories.	2	8	3	2	..	..	..	..	Bombay and Ahmedabad.
Hosiery . .	1	6	1	..	..	..	..	..	Bombay.
Miscellaneous .	5	21	..	12	1	35	..	..	Bombay.
Total .	8	35	4	14	1	35	..	..	
Engineering—									
Coach building and motor car repairing.	7	46	..	..	..	..	..	..	Bombay.
Electrical Engineering.	3	22	..	..	..	..	..	..	Bombay.
General Engineering.	63	390	4	12	..	..	..	..	8 Ahmedabad ; the rest in Bombay.
Steel trunk, Lock and Cutlery.	3	19	..	..	1	30	..	..	2 Bombay ; 2 Ahmedabad.
Miscellaneous .	..	..	..	..	1	32	..	3	Bombay.
Total .	76	477	4	12	2	62	..	3	
Minerals and Metals—									
Foundries . .	5	29	1	..	..	..	..	..	Bombay.
Miscellaneous .	3	16	..	..	..	..	..	..	Bombay.
Total .	8	45	1	..	..	..	..	..	
Food, Drink and Tobacco—									
Bakeries, biscuits and confectionery.	2	11	2	..	..	..	..	..	Bombay.
Dairy produce .	2	13	..	..	..	..	..	..	Bombay.
Flour Mills .	23	108	17	12	..	..	..	..	2 Bombay : 10 Surat District and 11 Nasik.
Ice and Aerated waters.	5	36	..	..	..	..	..	..	4 Bombay : 1 Ahmedabad City.
Rice Mills . .	34	231	11	4	..	..	..	..	In many districts.
Miscellaneous .	5	26	7	..	..	..	..	..	Bombay.
Total .	71	425	37	16	..	..	..	..	
Chemicals, Dyes, etc.—									
Oil Mills . .	8	51	2	5	..	..	..	..	5 Bombay : 2 Ahmedabad District; 1 Surat.
Soaps . .	1	6	..	..	1	35	..	..	2 Bombay.
Miscellaneous .	1	8	..	..	..	..	..	..	Bombay (chemicals).
Total .	10	65	2	5	1	35	..	..	

Industry.	Factories using power and employing between 5 and 9 persons.				Factories not using power and employing between 30 and 49 persons.				Remarks.
	Number of factories.	Men.	Women.	Children.	Number of factories.	Men.	Women.	Children.	
Paper and Printing—									
Printing, Book-binding, etc.	19	131	1	2	..	..	..	..	14 Bombay; 5 Ahmedabad City (Factories not using power shown in "C" List).
Total	19	131	1	2	..	..	..	..	
Process relating to wood, stone and glass—									
Saw Mills	10	71	..	..	..	..	..	..	Bombay.
Total	10	71	..	..	..	..	..	..	
Process connected with Skins and Hides—									
Leather and Shoes	1	7	..	..	..	..	..	..	Sukkur.
Total	1	7	..	..	..	..	..	..	
Gins and Presses—									
Cotton Ginning and Baling.	2	16	..	..	..	..	..	..	Ahmedabad District.
Miscellaneous	7	32	23	..	1	..	35	..	Bombay.
Total	9	48	23	..	1	..	35	..	
Miscellaneous—									
Laundries	2	12	..	..	..	..	..	..	Bombay.
Miscellaneous	4	29	..	..	1	22	12	5	Bombay.
Total	6	41	..	..	1	22	12	5	
Grand Total	219	1,352	72	49	6	154	47	8	

List "C" of smaller Factories and Workshops engaged in Industries

Industry.	Factories using power and							
	Less than 5 persons.				Between 5 and 9 persons.			
	Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.
Railway Running Sheds	..	..	..	..	..	..	..	..
Railway Loco., Carriage and Wagon Repair Shops.	..	..	..	..	..	..	..	..
Bidi Making (Country Cigarettes).	..	..	..	..	..	..	..	..
Gur extraction from sugarcanes.	..	..	..	..	..	..	..	..
Sugar Factories .	..	..	..	..	1	6	..	2
Tanneries . . .	..	..	..	..	..	..	..	..
Hand Looms . .	50	200	50	..	..	..	..	..
Hand Bleaching .	..	..	..	..	..	..	..	..
Hand Dyeing . .	..	..	..	..	2	16	..	..
Cashew nuts husking and baking.	..	..	..	..	..	..	..	..
Printing and Book-binding.	(Power factories shown in other lists.)							
Gum sorting . .	..	..	..	..	..	..	..	..
Harda sorting . .	..	..	..	..	..	..	..	..
Issus grinding and cleaning.	..	..	..	..	..	..	..	..
Kumkum Factories .	..	..	..	..	..	..	..	..
Carpentry and cabinet making.	3	10	..	..	..	..	..	..
Total . .	53	210	50	..	3	22	..	2

MENT III.

(INCLUDING SIND).

which in the aggregate employ a considerable number of hands.

employing				Factories not using power and employing							
Between 10 and 19 persons.				Less than 30 persons.				Between 30 and 49 persons.			
Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.	Number of Factories.	Men.	Women.	Children.
..	..	..	..	6	95	4	..	1	48	..	..
3	45	..	..	2	34	..	..	6	276	..	..
..	..	..	..	32	284	257	36	8	122	164	..
3	35	6	..	242	1,120	705	44	2	40	32	16
5	42	20	..	8	83	69	..	2	32	32	..
..	..	..	..	6	87	..	..	7	270	1	..
..	..	..	..	17	153	41	8	3	73	8	24
1	15	..	..	1	20	..	..	1	40	..	..
2	28	..	..	66	350	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	59	559	..	23	1	35	..	2
..	..	..	..	1	..	22	3	2	3	62	3
..	..	..	..	1	4	22	3	1	14	25	3
1	6	12	..	7	14	135	4	..	..	..	..
..	..	..	..	2	8	42	..	2	13	63	..
2	31	..	..	6	55	..	3	..	..	..	..
17	202	38	..	456	2,866	1,297	124	36	966	387	48

Industry.	Factories not using power and employing 50 and more persons.				Monthly earnings.		
	Number of Factories.	Men.	Women.	Children.	Men.	Women.	Children.
					Rs.	Rs.	Rs.
Railway Running Sheds .	4	500	16	..	..	..	..
Railway Loco., Carriage and Wagon Repair Shops.	7	1,057	..	..	..	..	..
Bidi Making (Country Cigarettes).	9	490	1,195	81	..	..	..
Gur extraction from sugar canes	..	..	..	..	10—25	6—8	6—8
Sugar Factories . .	..	..	..	..	30—60	15—20	..
Tanneries . .	6	380	101	12	20—40	15—20	10
Hand Looms	2	110	30	35	30—40	15	..
Hand Bleaching . . .	4	270	..	..	20—35	..	..
Hand Dyeing	..	..	..	..	20—30	..	..
Cashew nuts husking and baking	3	209	800	375	15—30	10—13	7—10
Printing and Book-binding .	..	..	..	..	..	..	..
Gum sorting	1	2	80	1	..	..	..
Harda sorting	3	45	245	48	..	..	..
Issua grinding and cleaning .	..	..	..	..	..	..	..
Kumkum Factories. . .	1	8	50	4	..	..	..
Carpentry and cabinet making.	..	..	..	..	..	..	..
Total . .	40	3,071	2,517	556	..	..	..

Extract from letter from Mr. W. H. Phillips, Acting Chief Inspector of Factories, Bombay Presidency, to the Collector of Bombay, Factory Department, No. 391 of 1931, dated the 29th January 1931.

* * * I have the honour to forward herewith copies of each of the two supplementary statements containing additional information for the Surat City. Two hundred and eighty-seven establishments were covered by these enquiries.

* * * * * * * *

3. The Collector of Surat reports that only about 267 persons are employed on hand looms.

Average weekly hours of work.			Minimum ages of children.	Are women or children employed after 8 p.m.?	Is a weekly holiday given? If not, what system of holidays is in force?	Is there any adverse effect on the health of the children?	Remarks.
Men.	Women.	Children.					
..	..	..	..	..	..	..	It is understood that Railway authorities are taking steps to comply with the Indian Railways Amendment Act, 1930, following the Washington and Geneva conventions.
..	..	..	..	..	..	..	
..	..	..	..	..	..	..	These figures are only for certain large towns.
40—72	40—64	40	Doubtful	No	Once a month.	..	Nasik, Poona and Ahmednagar Districts. The 207 non-power places are in one Taluka of Nasik. Information not supplied for others.
66	60	..	..	..	2 holidays a month.	..	In Bombay, Karachi and Ahmedabad Cities.
54—60	54—60	54	..	..	Religious holidays.	..	Bombay, Ahmedabad and Bombay Suburban Districts.
60	60	..	..	..	Irregular.	..	These figures will be increased largely when information is received from Surat City.
60—70	..	..	..	..	Do.	..	This figure will be increased largely if all concerns in connection with Textile Industry are included particularly Ahmedabad.
60—70	..	..	..	..	..	..	Bombay and Ahmedabad.
56	56	56	10	..	No	..	Ratnagiri District only shown here.
..	..	..	..	..	..	..	Power Factories shown in other lists.
..	..	..	..	..	..	..	Bombay concerns.
..	..	..	..	..	..	..	These are Bombay concerns; other districts have them also but information not received.
..	..	..	..	..	..	..	Bombay.
..	..	..	..	..	..	..	Sholapur concerns.
..	..	..	..	..	..	..	It has not been possible to obtain full or accurate information of this Industry.
..	..	..	..	..	..	..	

4. The memorandum prepared by the Government of Bombay for submission to the Indian Statutory Commission pages 392 and 393 of the printed copy appendix B shows that in 1926 there were 952 printing presses in Bombay Presidency including Sind, of these only about 80 employing 6,300 persons are registered at present under the Indian Factories Act. Many are very small concerns employing 4 or 5 persons, the majority do not use power, but full information is not available. Of those using power 52 employ from 10 to 19 persons and 23 employ from 5 to 9 persons whilst 59 do not use power and employ less than 30 persons.

Supplementary tabulated statement showing numbers of factories and employees employing between

Industry.	Factories using power and employing between 10 and 19 persons.				Monthly earnings.		
	Number of Factories.	Men.	Women.	Children.	Men.	Women.	Children.
Textiles.							
Cotton (spinning, weaving and other) factories.	10	107	24	7	Rs. 15/25	Rs. 8/10	Rs. 7/8
Miscellaneous . . .	6	49	10	8	15/28	10/15	10
Total .	16	156	34	15	..	..	..
Minerals and Metals.							
Miscellaneous . . .	7	70	2	21	15/30	15	15
Total .	7	70	2	21	..	..	..
Food, Drink and Tobacco.							
Flour mills	1	10	..	..	22	..	..
Ice and aerated water factories	2	20	..	..	15/30	..	..
Rice mills	2	12	8	..	20/30	15	..
Total .	5	42	8	..	..	..	..
Chemicals, Dyes, etc.							
Oil mills	1	10	..	..	20/30	..	..
Total .	1	10	..	..	..	..	..
Paper and Printing.							
Printing, book-binding, etc. .	7	86	..	12	20/50	..	6/10
Total .	7	86	..	12	..	..	..
Grand Total .	36	364	44	48	..	..	..

MENT I.

by industries with conditions in each in Surat City, for factories using power and 10 and 19 persons.

Average weekly hours of work.			Minimum ages of children.	Are women or children employed after 8 p.m.?	Is a weekly holiday given? If not what system of holidays is in force?	Is there any adverse effect on the health of the children.	Remarks.
Men.	Women.	Children.					
60/72	60	64	13	..	Irregular. Generally only last day of Hindu month and some festivals.	..	Small weaving factories.
48	48	48	12	..	Do.	..	Lace and embroidery works and preparing silver and gold wires on cotton thread for embroidery used on caps and sarees, etc.
..	..	..	..	..	..	..	
42/50	50	58	12	..	As above	..	Brass works.
..	..	..	..	..	..	..	
64	..	..	..	..	As above	..	Fencing needs improvement in nearly all factories in these lists and numbers are situated in converted dwelling houses not really suitable and in some cases unsafe.
50/60	..	..	..	..	As above	..	
56/60	56/60	..	..	..	As above	..	
..	..	..	..	..	..	..	
64/70	..	..	..	..	As above	..	
..	..	..	..	..	..	..	
35/64	..	40/56	14	Yes	One day a week.	..	Lack of fencing.
..	..	..	..	..	..	..	
..	..	..	..	..	..	..	

STATEMENT II.

Supplementary tabulated statement showing numbers of factories and employees by industries in the Surat City for factories using power and employing between 5 and 9 persons.

Industry.	Factories using power and employing between 5 and 9 persons.				Remarks.
	Number of Factories.	Men.	Women.	Children.	
Textiles.					
Cotton (spinning, weaving and other) factories.	6	33	8	2	
Miscellaneous . .	26	103	33	11	
Total .	32	136	41	13	
Engineering.					
General Engineering	3	14	..	3	
Total .	3	14	..	3	
Minerals and Metals.					
Miscellaneous . .	13	57	19	9	
Total .	13	57	19	9	
Food, Drink and Tobacco.					
Flour mills . .	6	31	6	..	
Ice and aerated water factories.	4	27	..	..	
Total .	10	58	6	..	
Chemicals, Dyes, etc.					
Oil mills . . .	1	5	..	..	
Total .	1	5	..	..	
Paper and Printing.					
Printing, book-binding, etc.	4	25	..	3	
Total .	4	25	..	3	
Grand Total .	63	295	66	28	

III.—GOVERNMENT OF BENGAL.

Extract from letter from Mr. L. G. Pinnell, I.C.S., Additional Deputy Secretary to the Government of Bengal, Commerce Department, to the Joint Secretary to the Royal Commission on Labour in India, No. 1471-T. Com., dated the 29th October 1930.

* * * * * I am directed to forward for the information of the Commission, copies of the following reports containing information in respect of industrial concerns, which are at present worked in the Presidency, but do not come within the provisions of the Indian Factories Act, 1911 :—

(1) A short summary of the Inspection Report on certain Hosiery and Match manufacturing factories by the Industrial Engineer, Bengal.

(2) A brief Report by the Chief Inspector of Factories, on certain Industrial concerns outside his jurisdiction, located mainly in the Calcutta Industrial Districts.

* * * * * * *

2. * * * * * I am to add that the Government of Bengal are of opinion that there does not appear to be any pressing need to extend the scope of the Indian Factories Act, or the activities of the Bengal Factory Inspectorate to the factories referred to in the reports mentioned above.

ANNEXURE I.

Short Summary of the Inspection Report on certain Hosiery and Match Manufacturing factories not under the superintendence of Chief Inspector of Factories, Bengal, by the Industrial Engineer, Bengal.

The report is based on the investigation made of seven factories, manufacturing hosiery goods. and twelve manufacturing matches and match boxes on cottage lines. The following paragraphs summarise the report under those two distinct heads :—

Factories manufacturing hosiery goods.—Five, of the factories mentioned, are in Calcutta and the remaining two are stationed at Pabna, a Mofussil town. In each of these factories mechanical power is used and more than ten persons are employed simultaneously on any one day. The work is carried on chiefly by hired labour. The number of persons employed daily in one factory ranges between 11 (general) and 15 (maximum) on the average. In none of these, there are adult females, or children under the age of 15 years, employed. The hands are all engaged directly by the employers and are local residents. Their houses and conditions of living are as good as those of the ordinary labouring classes in the neighbourhood. Labourers are paid at monthly rates ranging between Rs. 11 to Rs. 31. The period of their working is eight hours per day. The minimum age at which children are employed is above 14 in each factory. The industry is owned and managed generally by two or three men entering into partnership and only two of these concerns are owned by a Limited Company.

Factories manufacturing matches and match boxes on cottage lines.—All the 12 factories are located in Calcutta. In none of them is mechanical power used. On the aggregate more than 100 persons are employed directly or indirectly in the local surroundings of each factory except in one where 50 persons or more are employed on any one day. The work is carried on chiefly by hired labour. The number of persons actually employed in one factory is above 40 (on the average), comprising of adult males, adult females and children under 15. Besides the persons actually employed, more than 45 families are provided with work, from time to time by each of eight of the factories—three of the remaining factories occasionally engage more than 40 females each. The hands are all engaged directly by the employers, and are local residents. Their houses and conditions are as good as those of the ordinary labouring classes in the neighbourhood. They are paid by piece-work and their daily earnings vary from 4 annas to 12 annas per head. The period of their employment in the factory is eight hours for males and females, and six hours for children. The minimum age at which children are employed is 14 in ten factories and 10 in the remaining two. The industry is owned and managed by small companies (not registered under the Indian Companies Act) and in certain cases by a single individual.

ANNEXURE II.

A brief report by the Chief Inspector of Factories on certain Industrial concerns outside his jurisdiction, located mainly in the Calcutta Industrial Districts.

I.—Head Jute Presses.

(No Mechanical Power.)

Number of factories.—Between 4,000 and 5,000 all situated in out-lying districts.

Approximate number of employees in one factory.—Ranging from 12 to 100.

Number of women and children employed.—Some women are employed in unloading, drying and assorting the jute. The number is estimated at about 5 per cent. of the total employees.

One or two children only employed in each press house. They are, as a rule, the children of the persons employed on the making of *kutcha* ropes for binding the jute bales, and are brought in by their parents to assist them in their work. Their ages range from 8 years upwards.

Working hours.—Irregular. Dependent on the weather and the number of daylight hours. During the longer days when the weather is good, they work from about 6 A.M. to 6 P.M. and take their own time off for meals. During the cold weather season they work shorter hours.

Sunday is not observed as a holiday, but once or twice a week, on *haut* or market days, they take an afternoon off to go to market to purchase their food and stores.

The work is seasonal, the season being approximately from July to December or January.

Wages.—The labour is mostly imported from other provinces and is employed through *Sirdars*. All wages are paid by the employer to the *Sirdar*, who in turn, pays his labour. Women coolies are sometimes paid at daily rates but, generally speaking, all labour is paid at piece-work rates. The average earnings are as follows :—

	Per day. Rs. a. p.
Woman cooly	0 10 0
Male Cooly	0 12 0
Male assorter	1 8 0
Pressman	1 8 0

Housing.—European concerns where no local labour is employed usually provide *kutcha* houses but the number of persons employed by European concerns represent a very small percentage of the total persons employed in the industry. Generally speaking, there is a little, if any, provision made for housing. Sometimes there is a *kutcha* shed where the workers sleep and eat their food, otherwise they sleep in the godowns among the jute.

Nature of structure.—Mostly *sal* wood posts and *sal* wood frames with corrugated iron sides and roof. No windows or roof-lights, the only openings to admit light and air being the doorways. Lighting and ventilation, therefore, is, as a rule, inadequate.

II.—Printing Presses.

(Mostly use mechanical power but the machinery as a rule is not dangerous and the workers therefore are exposed to little, if any, undue risk.

Number of factories.—Estimated at about 100 all situated in the city and suburbs of Calcutta.

Approximate number of employees in one factory.—Ranging from 10 to 20.

Number of women and children employed.—Women are not employed. Children, however, are frequently employed as apprentices on the machines. Their ages range from 12 years upwards.

Working hours.—Ordinarily the employees are paid on the basis of a 7-hour day, but regular overtime is worked and it is estimated that the working day very often extends over a period of about 12 hours with short breaks for meals. Many of these printing presses employ part-timers in the morning and in the evening. These part-timers work in registered factories during ordinary working hours.

Wages.—This varies between Rs. 7 and Rs. 50 a month. The limiting figures, however, are exceptional. Apprentices are first employed at the lower limit whereas the upper limit may be reached only by the veteran. The average earnings, including overtime wages, range from Rs. 25 to Rs. 40 per month.

Housing.—Houses are not provided. Employees make their own arrangements in the city.

Nature of structure.—All of these smaller printing presses, like the majority of those registered under the Indian Factories Act, are situated in ordinary dwelling houses of the city. Consequently arrangements for lighting and ventilation are usually unsatisfactory.

III.—Kutcha Rope Works.

(No Mechanical Power.)

Number of factories.—Estimated at between 15 and 20 in the Calcutta industrial area.

Approximate number of employees in one factory.—Estimate average about 100.

Number of women and children employed.—Women are not employed in these factories. The number of children employed is never less than half of the total number, their ages ranging from 8 years upwards. From information gathered in the locality in which most of these rope factories are situated, it appears that a considerable number of the children are orphans living under the care of the contractor. The contractor provides huts in the local *bustees* to accommodate these children.

Working hours.—Work is carried on as long as day light permits, starting from 5 A.M. or 6 A.M. in the morning, and finishing between 6 P.M. and 7 P.M. at night. Children work about 9 hours per day between 5 A.M. and 2 P.M. or between 6 A.M. and 3 P.M. Sunday is not observed as a holiday but occasional half day holidays are given. The rope manufactured is used in jute presses for binding bales and the factories therefore work only during the jute season, *i.e.*, July to December or January.

Wages.—Adults are employed as "Cutters" and are paid on piece-work rates. The average earning are about Re. 1 per day. Children are employed as "Winders" and are on daily wages. Their earnings range between 4 annas and 8 annas per day although in some special cases they may amount to 12 annas per day.

Housing.—Most of these rope works are situated in or near *bustees*. With the exception of the orphan children referred to above, all the employees live with their families in these *bustees*.

Nature of structure.—One or two *kutcha* sheds without any walls about 20 ft. wide and 150 ft. long, situated in an open yard.

IV.—Carpentry Workshops.

(Mostly without mechanical power.)

Number of factories.—In the Calcutta industrial area the number of unregistered carpentry and joinery workshops without mechanical power is estimated to be between two and three hundred, whereas the number using mechanical power and employing less than 20 persons will probably be not more than 20.

Approximate number of employees in one factory.—Ranging between 10 and 50.

Number of women and children employed.—Women are not employed in such factories. Children are occasionally employed, their ages ranging from 11 or 12 years upwards.

Working hours.—The carpenters usually work as long as is physically possible. As a rule they work from morning till night but extra work at night during the busy season is not exceptional. As practically all carpenters are piece-workers the working hours are usually chosen by themselves.

Wages.—They are all piece-workers. Their earnings ranging between 12 annas and Rs. 1-8-0 per day.

Housing.—They make their own arrangements in the city.

Nature of structure.—Some are *pucca* buildings and some are *kutcha*. The majority probably are *pucca*. Lighting and ventilation is usually adequate.

V.—Tanneries.

(No mechanical power.)

The tanning industry in Calcutta differs from other industries in so far that the persons employed therein have formed a colony. The number of persons employed is approximately 2,000. The premises are all *kutcha* built huts or sheds and these are taken on hire by groups of 3 or 4 workmen who carry on trade on their own account. In a few cases persons are employed on wages, their earnings ranging between Rs. 20 and Rs. 30 per month. All male members of each family are employed and therefore the employment of children is common, their ages ranging from 10 years upwards. Women are not employed.

These tanneries are all clustered in one area and are most insanitary, principally on account of the crude method of manufacture and the absence of proper drainage.

VI.—Brick Manufacturing.

(No power driven machinery. Pugh mills for mixing clay are driven by bullocks.)

Number of Brickfields.—Difficult to estimate. Probably about 50 in the Calcutta industrial area. The number in mufassil districts is unknown.

Approximate number of employees in each brickfield.—Approximately 100 persons are employed per kiln. The ordinary brickfield has one or two kilns. There are only a very few brickfields with more than two kilns.

Number of women and children employed.—Women, as a rule, are not available. If available they are employed as coolies. Children comprise about 3 per cent. of the total employees. They are employed on driving the bullocks of the pugh mills and are generally below 12 years of age.

Working hours.—About 5 hours in the morning and 3 to 4 hours in the evening. Sunday is always observed as a holiday.

Wages.—Bullock driver—

	Rs.	
Child below 12 years of age . .	9	per month (average).
Clay mixer	25	Do.
Arranger	30	Do.
Mistry (Burning) . . .	50	Do.
Firemen	19	Do.
	Rs. a.	
Brickmaker	1 3	per day (average).
Cooly (Male	0 14	Do.
Cooly (Female	0 11	Do.

Coal is supplied free to all.

Housing.—Accommodation is provided for all. It is a common practice to make temporary huts each season, either by arranging bricks into stacks to form walls and constructing *kutcha* thatched roof, or by erecting a bamboo structure, thatched on top, and filling in the sides with matting. The floors are laid with dry bricks.

Nature of structure.—All work is carried out in open fields.

Note.—Brickfields work for about six months only from about November until April. The labour is recruited by contractors at the commencement of each season from Bihar and Orissa but chiefly from Chota Nagpur.

VII.—Small Engineering Works.

(Use mechanical power. The machinery and transmission plant is seldom protected in any way and the workers therefore are very often exposed to undue risk.)

Number of factories.—Estimated at between 50 and 100 in the Calcutta industrial area.

Approximate number of employees in one factory.—Between 10 and 15. The artisans are mostly Bengalis and the coolies Oriyas or up-country men.

Number of women and children employed.—Women are not employed. Only a very few children employed as apprentices, their ages ranging from 13 years upwards.

Working hours.—Usually 8 hours per day with half-an-hour's rest interval. Overtime is worked occasionally but seldom exceeds 2 hours on any one day.

Sunday is generally observed as a holiday.

Wages.—The average earnings of artisans range from Rs. 25 to Rs. 40 per month and for coolies from Rs. 16 to Rs. 18 per month.

Housing.—Housing is not provided. The workers make their own living arrangements in the town or in the neighbouring village.

Nature of structure.—Some are *pucca* built and others are *kutcha*. Lighting and ventilation is usually satisfactory.

VIII.—Soorky Grinding Mills.

(Use mechanical power, consisting either of a locomotive type steam engine or an electric motor driving one grinding pan. The sources of danger are the exposed driving belt and the grinding pan and as these are never protected the persons employed on the pan are exposed to undue risk.)

Number of factories.—Estimated at about 100 in the Calcutta industrial area.

Approximate number of employees in one factory.—About 10 or 12. Mostly up-country men from Bihar.

Number of women and children employed.—As a rule, women or children are not employed.

Working hours.—About 8 hours per day. Sunday is not generally observed as a holiday. *Soorky* Mills seldom work more than 15 days in the month, but the employees usually obtain full time employment by working in one or two mills.

Wages.—Mill pan attendant Rs. 1-2-0 per day (average), coolies Ans. 12 per day (average).

Housing.—Housing accommodation is not provided. In some cases one or two of the workers live on the premises and occupy a corner of the mill shed.

Nature of structure.—*Kutcha* sheds constructed of *sal* posts and bamboo roof trusses roofed over either with corrugated iron or country tiles. Lighting and ventilation satisfactory.

IX.—Mustard Oil Mills.

(Use mechanical power. The machinery and transmission plant is seldom protected in any way and the workers therefore are very often exposed to undue risk.)

Number of factories.—Estimated at not less than 100 in the Calcutta industrial area.

Approximate number of employees in one factory.—Usually 4 or 5 persons. Mostly up-country men.

Number of women and children employed.—Usually one woman is employed on sifting the oil seed.

Children are not employed.

Working hours.—From 6 A.M. to 6 P.M. with one hour's rest interval.

Sunday is not observed as a holiday. Holidays are given only when slackness of business permits.

	Rs.	
Wages.		
Ghanny men	35	per month (average).
Cooly (male)	16	Do.
Cooly (female)	12	Do.
Dresser	12	Do.

The "Dresser" is not a full time employee. He may be employed by one or two mills on the same day.

Nature of structure.—*Kutcha* sheds constructed of *sal* posts and bamboo roof trusses. Roof and sides covered with corrugated iron. Lighting and ventilation very often inadequate.

IV.—GOVERNMENT OF THE UNITED PROVINCES.

1. Report on the enquiry into the family budgets of certain factory workers in the United Provinces.

PART I.

Introduction.

The inquiry was instituted by the United Provinces Government at the instance of the Royal Commission on Labour in India. The work was entrusted to Mr. Sinha, officiating Director of Industries, United Provinces, and the report has been prepared by him. Mr. B. K. Ghoshal, Divisional Superintendent of Industries, Lucknow, was put in immediate charge of the investigations, assisted by 5 trained researchers (all graduates in economics). The researchers had experience of economic enquiries and three of them had finished their work for the United Provinces Banking Inquiry Committee only recently.

The *modus operandi* in collecting the information was laid down in G. O. No. *397—I/XVIII—254, dated May 24, 1930. The centres of inquiry were Cawnpore, Lucknow and Gorakhpur. At Cawnpore family budgets of workers engaged in the textile and engineering industries and in leather manufacture were collected; at Lucknow those of men employed in the workshops of the East Indian Railway which is a Government-owned Railway and at Gorakhpur those of the men employed in the workshops of the Bengal and North-Western Railway which is a company-owned Railway. The form prescribed by the Commission was expanded by the United Provinces Government and this expanded form has been used. The expanded form was supplemented by four other forms for the details under the principal items of expenditure. To ensure representative character of families, whose combined income is not above Rs. 50 per mensem (as suggested by the Commission) the following income groups were prescribed by Government :—

I Group—Income above Rs. 40 and up to Rs. 50.
II Group—Income above Rs. 30 and up to Rs. 40.
III Group—Income above Rs. 15 and up to Rs. 30.
IV Group—Income up to Rs. 15.

As the time was short and as it was not possible to know the number of workers belonging to the prescribed income groups of the three industries from any other source except the mills, it was proposed to approach the mills for the required information and for permission to meet the workers in the mill premises. We could thus have fixed the number of budgets to be collected in each income group of workers proportionate to the total number of workers and would have been able to collect a larger number of budgets during the short time at our disposal. It was proposed to examine the workers in the mill premises regarding their income and expenditure and at their residence regarding housing and sanitation. This procedure was successfully adopted at Lucknow and Gorakhpur where we had the active co-operation of the Railway authorities but had to be abandoned at Cawnpore (except in the case of a few mills) owing to the disturbed political atmosphere. It was therefore decided to confine our activities mainly to the labour *bustees* and to those mills where we were kindly offered facilities for investigation.

The mill authorities were approached through the two chambers of commerce at Cawnpore. The Committee of the Upper India Chamber of Commerce decided to help us and issued a circular letter to the members concerned, but their most important member, the British India Corporation who were approached first, did not favour the idea of our researchers interviewing their employees either in the mills or in the settlements owing to the existing unsettled conditions. We were thus cut off from the best organised labour settlements in Cawnpore. This was very unfortunate as we have not been able to compare the conditions of the *bustees* with those prevailing in these settlements.

The Secretary of the Muir Mills Company, Limited, Cawnpore, who was approached next was very sympathetic and gave us whole-hearted support. He allowed one of our researchers to examine the men in the mill premises. The

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* Not printed.

authorities of Messrs. Begg Sutherland and Co., W. B. Shewan and Co., Tanners, Singh Engineering Works, Halim Boot Factory and the Superintendent, Government Harness and Saddlery Factory, Cawnpore, also offered us facilities for investigation.

Difficulties faced during the course of the Inquiry.—The present political unrest was the chief obstacle. People were suspicious of the real object of the inquiry which was quite new to the workers of Cawnpore. The time was certainly very inopportune for an inquiry of this nature. We had to be very careful and had to go very slow to avoid trouble both with the employees and the employers.

I am, however, glad to report that the researchers managed to do the work without creating any sensation. To the outside world they were like University students carrying on research. Credit is due especially to Messrs. S. P. Saxena and S. N. Mozumdar Choudhry who were successful in winning the confidence of the labourers. At places some mischief-mongers tried to create trouble by giving out that we were collecting the information in the interest of the mill-owners who wanted to reduce wages. The researchers were fortunate enough to win the confidence of some of the intelligent mistries and this enabled them to collect budget figures without a hitch. Much of the time of the researchers both in the factory premises and in the *bustees* had to be wasted in explaining the real object to the workers.

In this connection it may be mentioned that the work was hampered for want of sufficient staff and time. To ensure accuracy of results, I had to depute three of my senior clerks for tabulation work who could be ill-spared at this time of the season when we have to prepare a large number of cases for schedule of new demands for next year and the annual reports of the department.

The method of inquiry.—The work was started at Cawnpore on May 28, 1930. In the beginning only a few sample budgets were collected. The sample budgets of the researchers were scrutinised and checked by me and also by the Deputy Secretary, United Provinces Government, Industries Department. 730 budgets were collected by the researchers for Cawnpore, 186 for Gorakhpur and 150 for Lucknow. Of these 729 Cawnpore budgets, 161 Gorakhpur budgets and 137 Lucknow budgets have been accepted for tabulation. The following table shows the number of budgets in each group in each industry :—

Industry.	Group I above Rs. 40 and up to Rs. 50.	Group II above Rs. 30 and up to Rs. 40.	Group III above Rs. 15 and up to Rs. 30.	Group IV Rs. 15 and below.	Total number of budgets.
Textiles . . .	35	95	231	58	419
Engineering . .	26	18	69	30	143
Leather . . .	15	32	80	40	167
Total for Cawnpore	76	145	380	128	729
,, Gorakhpur	9	33	87	32	161
,, Lucknow.	9	17	93	18	137
Total budgets collected	94	195	560	178	1,027

In grouping a family under a particular industry the occupation of the head of the family alone was taken into consideration.

The "interview" method was followed. It was the only method that could be tried here, as the questionnaire method was not possible with the illiterate workers. The researchers questioned the labourer, and where possible, his wife or mother and recorded the details. They used to examine their notes at home and re-examine the worker the next day, if necessary, for further information.

The examination of each worker took about 2 hours and the examination of many workers had to be completed in 2 days when they could not give enough time at a stretch. Taking into consideration the vexatious nature of the inquiry, I would say that the workers co-operated with us with commendable patience.

The researchers submitted the budgets to Mr. Ghoshal in instalments. He examined these in the light of the instructions given to the researchers and scrutinised each budget asking for further details, where necessary. He also went round the labour *bustees*, discussed the budgets with gentlemen in touch with labourers, watched the examination of labourers by the researchers and verified a number of budgets by personal inquiry. As already stated, families have been selected according to the income groups prescribed. No number could be fixed for each group but the researchers kept in view the instruction that all groups should be fairly represented. This effort has been successful on the whole. The families represent workers of all the important mills in Cawnpore living in the various *mohallas*. Details about the procedure of collecting information on the points raised in the form prescribed by the Commission will be found in the body of the report. The report has been divided into three parts. Part I, Introduction, part II, dealing with Cawnpore. and part III with Gorakhpur and Lucknow.

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PART II.

General results of the inquiry in Cawnpore.

The following table shows the number of working class families by income groups—

Industry.	Group I above Rs. 40 and up to Rs. 50.	Group II above Rs. 30 and up to Rs. 40.	Group III above Rs. 15 and up to Rs. 30.	Group IV Rs. 15 and below.	Total number of budgets.
Textiles . . .	35	95	231	58	419
Engineering . .	26	18	69	30	143
Leather . . .	15	32	80	40	167
Total for Cawnpore	76	145	380	128	729

It will be seen from the above table that the majority of the families or 52·1 per cent. of the total have an income above Rs. 15 and up to Rs. 30. The other income groups in order of importance are Group II, Group IV and Group I. This fairly represents the actual state at Cawnpore. A majority of workers in Group III are generally the semi-skilled workers who work on machines requiring little skill and dexterity but at present the income of a majority of the skilled workers also does not go beyond this group on account of trade depression and consequent short work in the mills. In Groups I and II come the more skilled workers, the weavers of the textile industries, lasters, accoutrement makers and saddlers in the leather industry and turners, fitters and enginemen in the engineering industry. Unskilled labourers earn between Rs. 12 and Rs. 15 and are represented in Group IV. They are generally villagers who have come for odd jobs in the slack agricultural season leaving their families at home.

2. *Religion and caste.*—The following table shows the classification of families by religion for all the three industries in Cawnpore. Full details are given in table I :—

Religion.	Group I budgets.	Group II.	Group III.	Group IV.	Total.	
	No. 76.	No. 145.	No. 380.	No. 128.	No. 729.	Per cent.
Hinduism . . .	59	108	308	110	585	80·2
Islam	15	35	68	14	132	18·2
Christianity . . .	2	2	4	4	12	1·6

It will be seen that there are 585 Hindu families or 80·2 per cent. of the total number of families examined in Cawnpore, 132 Muhammadan families or 18·2 per cent. of the total and 12 Christian families or 1·6 per cent. of the total. No statistics are available for Cawnpore showing the number of mill workers by religion but a special inquiry was made in one of the large textile mills in Cawnpore which gave the percentage of the workers belonging to the three religions as follows :—

Hindus	73·01 per cent.
Muhammadans	23·96 „
Christians	3·03 „

The difference is due mainly to the fact that this result was based on all employees but only in one mill while the present inquiry is limited to the employees coming within the four income groups and comprises labourers of different mills. The lower percentage of Christians is due to the exclusion of higher income groups and that of Muhammadans to their unwillingness to give details to our researchers. On the whole the results of this inquiry fairly represent the actual proportion of the three religions.

Caste.—It has been found that in industries organised on factory lines, caste is not rigidly observed, "*Brahmans* and *Chhattries* work cheek by jowl with *Chamars* and do not object to their touch as polluting, as they would in their villages." This has been explained in "a note on caste in relation to labour in industries and on the plantations" (Appendix I of the United Provinces Government Memorandum* for the Royal Commission on Labour in India). The note in the Memorandum is supported by the result of this inquiry. Almost all castes have been represented. *Koris* and *Sheikhs* (*Julahas*) predominate in textile, and *Chamars* in leather. In engineering, the higher castes are more strongly represented because of their superior physique, and the *Lohars* (blacksmiths) are very few—only six families out of 143. No cases came to notice in which a worker of the lower caste wanted to pass off as one of the higher caste.

3. *Age distribution.*—It has been difficult to get accurate age from workers, as they are proverbially ignorant of their age. The researcher has used his power of observation to verify the age given by the head of the family. The following table shows the number of heads of families in each age group for the three industries in Cawnpore. Details for the three industries are given in table II :—

Income group.	Age below 20.	Age between 20 and 30.	Age between 30 and 40.	Age between 40 and 50.	Age above 50.
I . . .	3	26	29	10	6
II . . .	3	49	60	28	5
III . . .	22	153	142	46	11
IV . . .	14	60	38	11	6
Total .	42	288	269	95	28

* Royal Commission on Labour Evidence, Volume III, Part I, page 202.

It will be seen that only 42 heads of families are below 20 years of age. The majority—288 or 39·5 per cent.—are between 20 and 30 years of age and an almost equal number 269 or 36·9 per cent. are between 30 and 40.

4. *Place of origin.*—Immigration into the United Provinces is small and can be ignored. The province does not rely upon immigrant labour for its industries and at Cawnpore only five families gave their place of origin outside United Provinces. Cawnpore gets its supply of labour from the districts of United Provinces. According to the 1921 census about half the population of Cawnpore city was made up of immigrants, 5·2 per cent. from the rural parts of the Cawnpore district, 24·3 per cent. from the adjacent districts, and 18·3 per cent. from elsewhere. The details have been given in the United Provinces Government Memorandum*. The following table shows the number of families in each group belonging to the city of Cawnpore and those coming from outside Cawnpore city (including places outside the province) :—

Income group.	Textiles.		Engineering.		Leather.		Total.	
	Natives of the city.	Outsiders.	Natives of the city.	Outsiders.	Natives of the city.	Outsiders.	Natives of the city.	Outsiders.
I.—Above Rs. 40 and up to Rs. 50.	3	32	2	24	6	9	11	65
II.—Above Rs. 30 and up to Rs. 40.	7	88	2	16	20	12	29	116
III.—Above Rs. 15 and up to Rs. 30.	23	208	4	65	37	43	64	316
IV.—Rs. 15 and below	8	50	..	30	4	36	12	116
Total all incomes .	41	378	8	135	67	100	116	613

Of the total number of 613 families or 84 per cent. of the total who have come from outside 205 have connection with villages having relatives thereto whom the wage-earners send an allowance every month. Sixteen per cent. of the total families are natives of the city of Cawnpore.

5. *Cause of migration and time of migration.*—It will be seen from table III that a large majority have migrated for want of employment. The other causes in order of importance are insufficient income from land, indebtedness and ejectment by the landlord. It has been difficult to get information about the period of migration but the researcher has tried all means to get the approximate time of migration. The labourer has been able to give the important event of the time of his migration and the researcher has calculated the date from it The result of this inquiry shows that 16·8 per cent. of the families have settled down almost permanently, 27·4 per cent. have lived for more than 10 years, 21 per cent. for 6 to 10 years and 26·1 per cent. have come within the last five years. In the engineering industry the position is slightly different. 69·6 per cent. of the families have not been in Cawnpore for more than 10 years. Engineering labour is more mobile as the demand in Cawnpore is not steady and as trained men from Cawnpore are always going away to other parts of the province on higher wages. This is peculiar for Cawnpore that it gets unskilled labour from neighbouring districts and also sends out trained labour to the other districts of the province.

6. *Period of employment and unemployment.*—Very few families have reported more than 2 years of real unemployment. During the strike period (1921 and 1922) some people were thrown out of employment but they managed to get jobs elsewhere though not of the same kind. In the majority of cases investigated, the period of employment corresponds to the period of migration.

* Royal Commission on Labour Evidence, Volume III, Part I, page 141.

It would not be correct, however, to presume that a majority of the labourers remains continuously employed. The unemployed either go home to the village or do casual labour and to that extent are not unemployed but under-employed. Cases where the head of the family had gone home of his own accord have not been included under those of unemployment.

Size and composition of family—Size.—There was some difficulty about dependants on account of the tendency of the average labourer to include all relations as members of his family. Only those members who live with him or for whom he sends remittance to village have been included. 729 families investigated have 2,490 persons living in the family. Of these 952 or 38·23 per cent. are men, 658 or 26.46 per cent. are women, 424 or 17 per cent. children under 6, 328 or 13·2 per cent. children between 6 and 10 years of age, and 128 or 5·2 per cent. children between 11 and 15 years. The average number of persons per family in Cawnpore is 4·48, of whom 3·40 live in the family and 1·08 away from the family. Of the 3·40 persons living in the family, 1·30 are adult males, 0·90 adult females, and 1·20 are children under 15 years of age and of the 1·08 persons living away from the family, 0·24 are adult males, 0·40 adult females and 0·44 children below 15 years of age. Details are given in Table IV.

This table shows that the average number of persons in the family increases with the increase in income and also that the higher the income the larger number of people living with the wage-earner and the smaller the number of dependants living away from him. It is necessity and not enterprise that sends a worker away from the family.

Workers and dependants in the family.—Table V gives the average number of wage-earners and dependants in the family. Among the dependants those living away from the family have not been included. It will be seen that of the 3·40 persons living in the family, 1·19 adult males, 0·05 adult females and ·02 children, *i.e.*, 1·26 persons are wage-earners and ·11 adult males, ·85 adult females, and 1·18 children, *i.e.*, 2·14 persons are dependants. The number of women and children wage-earners is very small and they have been found only in very few families investigated. In 20 families only at Cawnpore the wife also is a wage-earner and in 8 families also, one son. Table VI gives the classification of wage-earners into men, women, and children. 94.8 per cent. of the wage-earners are men, 3·8 per cent. women and 1·4 per cent. children. In most of the families there is only one wage-earner and the following table shows the families according to number of wage earners :—

Income group.	One wage-earner.	Two wage-earners.	Three wage-earners.	Four wage-earners.	Total.
I . . .	34	31	10	1	76
II . . .	93	45	7	..	145
III . . .	316	59	4	1	380
IV . . .	128	..	..	..	128
Total . .	571	135	21	2	729
	78·3 per cent.	18·5 per cent.			

It will be seen that 571 or 78·3 per cent. of the families have only one wage-earner and 135 or 18·5 per cent. have two. Out of 729 families only 21 have 3 wage-earners and only 2 have 4. There were no families with more than 4 wage-earners.

Composition of the families.—Dependants include relations of all kind and there have been many cases where the head has been supporting the relations of his wife as well. For purposes of comparison, families have been divided into two classes *natural* and joint. A *natural* family has been taken to include the head, his wife, and his unmarried children, and a joint family—other relations as well. The following table shows the total number of natural and

joint families in each income group for Cawnpore (three industries combined) :—

Group.	Natural.	Joint.	Total.	Percentage of natural families to total.	Percentage of joint families to total.
				Per cent	Per cent.
I . . .	22	54	76	29.	71
II . . .	38	107	145	26·2	73·8
III . . .	186	204	380	46·3	53·7
IV . . .	76	52	128	59·3	40·7
Total .	322*	417	729	44·2	55·8

*22 of these are single men.

44·2 per cent. of the families are natural families and 55·8 per cent. joint.

It will be seen that as the income increases the percentage of the natural to total families goes down, while in the case of joint households an exactly opposite tendency is noticeable. It has not been worked out whether a natural family grows with increasing income.

8. *Extent of literacy of wage-earners.*—The expanded form prescribed by the Government has defined literacy as ability to write a letter and read its reply. Of the 729 wage-earners about whom information was collected on this point, 76·8 per cent. are illiterate and 23·2 per cent. are literate. The proportion of literates to illiterates increases with the rise in the income of the family except in the case of the leather industry. In engineering there have been found more literates as the workers belong to higher caste who attach greater importance to education. Literacy was not tested. The statement of the workers was accepted on this point.

9. *Regularity of employment.*—As most of the factories included in the three industries selected for investigation work all the year round, employment of most of the workers has been given as regular. The employment of only 18 wage-earners out of 729 (about whom information under this head is available) is irregular and of only 2 periodic. The employment of the rest is regular. In this connection, it may, however, be pointed out that many of the mills cannot give enough work to their regular piece wage-earners. The workers have to go to the mills every day, and in default are liable to lose their jobs. They cannot, however, earn enough by piece-work, as the mills either work for fewer days per week or have not got enough work to keep all workmen engaged for the full time. This complaint was very common in the leather and woollen mills. The leather workers can manage to get some additional income by working at home, but the condition of textile workers (those who do not get enough income) is bad, as they have to remain idle.

10. *Normal monthly income.*—In the 729 families under investigation there are 913 wage-earners. Of these 866 or 94·8 per cent. are men, 34 or 3·8 per cent. women and 13 or 1·4 per cent. children, as has been shown in table VI. The income of the family is made up of the monthly wages received by the wage-earners, as well as the income of the family from other sources like overtime pay, bonus, income from land, income in kind by way of *ghee*, etc., sent from villages. The income of the vast majority of workers consists of wages only. Only two concerns pay bonus, and overtime pay was rare in the present state of depression. Bonus accounts for the additional earnings of only 183 wage-earners. Only 71 families have income from sources other than wages, bonus,

and overtime pay. The following table gives the monthly income of the working class families of Cawnpore according to income groups :—

Industry.	Average monthly income per family in—			
	Group I.	Group II.	Group III.	Group IV.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Textiles . . .	45 12 4	34 11 4	22 9 3	13 3 11
Engineering . . .	45 3 6	36 1 1	20 4 2	13 2 10
Leather . . .	45 2 7	35 5 3	22 0 10	12 6 6
Total Cawnpore .	45 6 11	34 6 8	22 2 6	12 15 11

N.B.—The average earning of a family (all groups) at Cawnpore is Rs. 25-8-6. Table VII gives an analysis of the monthly earnings of the family by income group.

It will be seen that the earnings of the adult males form the major portion of the family income.

11. *The expenditure of the family.*—This is the most important part of the inquiry and greatest difficulty was felt in collecting information. The labourers do not keep any account, and it was difficult for even those who co-operated with us to remember what they generally spend on the various items of expenditure. The additional forms helped the researchers to collect the information in detail and reminded the labourer of the items over which he generally incurs expenditure. The expenditure of the family has been grouped under (1) Food, (2) Clothing and footwear, (3) Rent, (4) Fuel and lighting, (5) Household requisites, (6) Miscellaneous. Normal (average) monthly expenditure has been tabulated.

The following table shows the percentage of expenditure on the six groups for Cawnpore :—

Group percentage expenditure of families by income classes.

Expenditure group.	Group I.	Group II.	Group III.	Group IV.	All Groups.
Food . . .	47·79	47·62	48·52	48·10	48·12
Clothing and footwear	7·07	7·20	7·61	8·07	7·44
Fuel and lighting .	5·12	5·63	6·42	6·82	6·02
Rent . . .	7·22	8·64	9·43	9·04	8·76
Household requisites .	1·49	1·73	1·84	1·82	1·75
Miscellaneous .	31·31	29·18	26·18	26·15	27·91

It will be seen that the percentage of expenditure on food follows the well-known principle enunciated by Engel that the greater the income of the family, the smaller is the percentage of expenditure on food, *i.e.*, the expenditure on food does not rise proportionately with the rise in income. Expenditure under miscellaneous group is high as it contains the important items of payment to dependant members of the family and repayment of debts.

Normal monthly expenditure of the family on :—(1) *Food.*—The additional form giving the names of the common food articles was used by the researchers. Most of the workers receive fortnightly wages and make purchases twice a month. They were asked about the fortnightly purchases of the different food articles and thus the monthly average was arrived at. The amount spent on each food article was more readily given than the quantity purchased. Quantity was

arrived at by making inquiries from local dealers as well as from the labourers. I consider the information under amount to be more accurate, as it was difficult to ascertain the rates at which the labourers actually buy the articles. The prices were exceptionally low during the period of inquiry, and workers got the benefit of the lower rates. Some of the labourers said that they were able to balance their budgets on account of the lower rates. Food articles received from the village have been accounted for in the budgets. Expenditure on food includes cost of food consumed at their residence and also cost of refreshment taken outside.

The staple food of the Cawnpore workers in general is wheat. Fresh arrivals from the eastern districts give preference to rice. The poorer people take *bajra*, or a local name for a mixture of wheat, barley and gram in place of pure wheat. The expenditure on food is 47·79 per cent. of the total in group I, 47·62 per cent. in group II, 48·52 per cent. in group III, 48·10 per cent. in group IV and 48·12 per cent. in all groups combined. In the higher income the greater percentage is due to a larger number of people in the family and not to the actual increase in the standard of food. Of the total expenditure on food of all families, which is Rs. 12 for all groups combined for Cawnpore Rs. 3-11-1 is on wheat, Rs. 1-7-9 on rice, Rs. 1-3-11 on *bajra*, Rs. 0-10-3 on *arhar*, which occupies the principal place among pulses, Rs. 1-0-2 on *ghee*, Rs. 0-1-7 on salt, Rs. 0-9-3 on vegetables and the balance Rs. 3-4-0 on other food items.

Table VIII gives the quantities of principal articles of food consumed per family in a month and the cost of each.

(2) *Clothing and footwear.*—The labourers gave fairly correct information about expenditure over their own clothing but were reluctant to give correct information about expenditure over clothing of their womenfolk. They were, however, persuaded to give the information and so no allowance for errors has been allowed. The monthly expenditure on the various articles of clothing has been arrived at by dividing the cost of the article by the number of months it is expected to last. An additional form giving the common articles of clothing and footwear was used by the researchers. The average monthly expenditure for Cawnpore comes to 7·44 per cent. of the total family expenditure. Of the total monthly expenditure per family which is Rs. 1-13-8, Rs. 1-0-10 is on clothing for men, Rs. 0-9-5 for women and Rs. 0-3-5 for children.

Table IX gives details. The articles of clothing generally used by the poorer workers are a *dhoti*, a *bandi* and the oval cloth cap. Muhammadans generally use a lungi (shorter *dhoti*) instead of a *dhoti*. Workers in the upper group spend more and use shoes, a shirt and waistcoat or coat also. In winter the poorer workers rarely use woollen garments and protect themselves against cold by *mirzai* or cotton *chadar*. The middle class workers have light blankets or cheap *lohis*. Women use either *sari* or *lahanga*—if Hindus, and *pyjamas*—if Muhammadans.

(3) *Rent.*—In Cawnpore a vast majority of workers live in the *bustees* owned by the private landlords, and our enquiry has been confined to those *bustees* only where 91·2 per cent. of the Cawnpore workers live. The British India Corporation which provides accommodation for 22·7 per cent. of its own workers did not allow us to conduct enquiries in their well-organised labour settlements. Table X gives the average rent paid by workers of Cawnpore in each income group. The average rent for Cawnpore (all groups) comes to Rs. 2-3-0 per month or 8·76 per cent. of the total expenditure of the workers. Average rent for group I is Rs. 3-1-11, group II Rs. 2-13-10, group III Rs. 2-0-11 and group IV Rs. 1-3-10. Rent is a big item in the family budgets of the poorer workers. The percentage of expenditure of the workers in groups III and IV is higher than that of the workers in groups I and II. Not only are the rents high but the houses too are unsatisfactory. The workers in the settlements get better houses for the same and even lower rent. The average rent for single room quarters in the settlements is Rs. 1-11-0 per month.

(4) *Fuel and lighting.*—The average expenditure on this group comes to Rs. 1-8-0 or 6·02 per cent. of the total; 79·2 per cent. of the expenditure on this head is on firewood which is the only fuel burnt at Cawnpore, and 20·8 per cent. on lighting. Coal is rarely used. Kerosine oil is generally used for lighting. Table X gives average expenditure for each income group.

(5) *Household requisites, etc.*—Under this group are included expenditure on *sutli* bed, metal utensils and other furniture, *e.g.*, a *khatola* or *machia*. No chairs or tables were found. It was not easy to get accurate figures for items in this group, as most of the articles last for over five years and the workers found it difficult to give the prices. For the metal utensils, we have tried to ascertain the amount spent on repairs and exchange during the year.

Utensils are generally received in marriage or are inherited from the father, and the worker repairs or replaces them as occasion arises. For expenditure on cot or *charpai*, we have taken the expenditure on re-stringing and have put 3 to 4 years, as the life of the average *charpai* frame used by the labourers. Table X gives the expenditure for this. The average expenditure for all groups comes to 7 annas or 1·75 per cent. of the total. The average expenditure for group I is Re. 0-10-3, for group II, Re. 0-9-3, group III, Re. 0-6-5, and for group IV, Re. 0-4-0.

(6) *Miscellaneous expenditure.*—This is a very important group and contains many of the most necessary items of a worker's budget. Whatever has not been included in the preceding five groups has been included here.

The average monthly expenditure for all industries combined comes to Rs. 6-15-0 or 27·91 per cent. of the total. Table XI gives the expenditure on the various items for each income group.

The important items under this head are (1) repayment of debt, (2) payment to dependants living away from the family, (3) interest on debt. The average expenditure for repayment of debt comes to Rs. 1-9-4, for payment to dependants Rs. 1-7-0 and for interest on debt Rs. 1-5-6 out of Rs. 6-15-2 the total average expenditure under miscellaneous. If we look at the expenditure for the different income groups, we find that for families in groups III and IV, the expenditure for payment to dependants is the highest. The reason is obvious. Workers in the lower income groups keep larger number of family members away at home. In the two higher income groups on the other hand, the expenditure on debt is highest and that for payment to dependants much lower. The above is true for the industries taken separately with the exception of leather in which the expenditure on payment to dependants is lower than that on debt. This is so because the condition of the workers in the leather industry is relatively worsening and also because the workers in this industry have been found to leave fewer members away from them; 0·51 in group III as against 2·23 in engineering in the same group. Leather workers are mostly Chamars and they said that their income in the village was very low and therefore they found it cheaper to bring their family members with them instead of keeping them in the village for agriculture. Expenditure on education is insignificant and comes to Re. 0-1-1 per family or only ·9 per cent. of the total expenditure. In group IV it is only 2 pies per family but rises to Re. 0-5-8 in group I. Poverty is the main cause which prevents the workers from sending their children to school. They cannot afford higher education for their children and therefore primary education which they regard only as a step to higher education, is also neglected. Expenditure on medicine is not much as for ordinary complaints they go to the charitable dispensaries. The average expenditure arrived at represents mainly the expenditure of those families where there had been cases of serious illness during recent months. Expenditure on tobacco and *biri* is proportionately higher in the lower groups. Expenditure on liquor including toddy comes to Re. 0-2-5 only and increases with the increase in income. Information under this head is apt to be unreliable as social stigma attaches to indulgence in drinks and workers were reluctant to admit that they indulged in this form of taking intoxicants. The prevalence of sealed-bottle system for supply of liquor militates against a wage-earner indulging in spirituous liquor in Lucknow and Cawnpore: *Tari* is the favourite beverage. Opium is consumed in larger quantities in these two cities and can only be attributed to its use to cure the aches of life. *Pan-supari* is another important item but it is a luxury in the lower income groups; Re. 0-1-10 is the average for group IV and Re. 0-3-2 in group III as against Re. 0-9-0 in group I. No mill in Cawnpore has the system of provident fund and only a few labourers living in Khalasi line and Gwaltoli, the sphere of influence of the *Mazdoor Sabha* pay the subscription to the *Sabha*. The expenditure comes to Rs. 1-2-0 per month for the 729 families investigated. The average per family is insignificant. It comes to about Re. 0-0-6 per month for those labourers who pay the subscription.

12. *Indebtedness.*—The following table shows the average indebtedness of a family in each income group together with the ratio of indebtedness to monthly income.

Group.	Average indebtedness per family.	Number of indebted families.	Average monthly income.	Ratio of indebtedness to income.
	Rs. a. p.		Rs a. p.	
I . . .	154 12 0	64	45 6 4	3·4
II . . .	143 12 0	97	34 6 8	4·2
III . . .	97 10 0	280	22 2 6	4·4
IV . . .	65 6 0	77	12 15 11	4·6
Total of all groups .	112 14 0	518	25 8 6	4·4

N. B.—Average indebtedness has been arrived at by dividing the total debt by the number of indebted families.

518 out of 729 families or 71 per cent. are indebted, and 29 per cent. are debt free. Petty amounts due to *baniya* on account of credit purchases have not been included except when the worker actually pays interest on it. As a general rule, the *baniya* does not charge any interest. It will be seen that the average indebtedness is 4·4 times the average income. The highest amount of debt has been found to be Rs. 2,000. Marriage is responsible for the indebtedness of 186 families or 35·9 per cent. of the indebted families and loss of income due to sickness for that of 178 families or 34·4 per cent. Other causes are death ceremonies, festivals, and purchase of land in the village. The indebtedness of 75 families or 14·5 per cent. is due to their inability to meet their monthly expenses. Personal security was offered by 77·5 per cent. of the indebted families, and only 25 borrowers or 4·8 per cent. could offer landed property and 40 or 7·7 per cent. security of ornaments; 216 workers or 41·7 per cent. borrowed money on *kist* system, *i.e.*, to be repaid in equal monthly instalments generally spread over a year and 302 or 58·3 per cent. had no fixed system of repayment except that interest was to be paid regularly.

Rate of interest.—Exorbitant rates ranging up to 150 per cent. are charged. The common rates are 18 per cent. paid by 7·1 per cent. of the indebted families, 24 per cent. by 5·2 per cent., 37½ per cent. by 19·8 per cent., 75 per cent., by 28·7 per cent. and 150 per cent. by 4·6 per cent.

13. *Housing.*—(1) *Description of dwelling.*—A majority of the dwellings are *kuchcha* huts roofed with country tiles, flat and cylindrical alternating. The walls are generally of brick and clay. In one new settlement (Deputy-ka-parao of Mr. Fahim) corrugated iron sheets have been used for roofing. These are not popular, as the *kothris* get hot during summer. 70 per cent. of the families live in *kuchcha* huts and only 30 per cent. in *pucca kothris*. Except the newly built dwellings, the rest are in a bad state of repairs. Roof leaks during the rains. The *kothris* have very little ventilation. Only 17·5 per cent. of the rooms have windows for ventilation and the rest 82·5 per cent. have the door as the only opening; 330 dwellings or 45 per cent. of the total have verandahs but in all cases labourers use the open space or street in front of the dwellings for sitting out and sleeping during summer. 72 per cent. of the total are single-roomed dwellings, 23·3 per cent. two-roomed, 3 per cent. three-roomed and 1·7 per cent. are four-roomed dwellings. Only one dwelling has been reported to have 5 rooms. The following table gives details :—

Group.	Number of dwellings with					
	One room.	Two rooms.	Three rooms.	Four rooms.	Five rooms.	Six rooms.
I	35	32	7	2	..	..
II	93	42	5	4	1	..
III	294	72	10	4	..	..
IV	102	24	..	2	..	..
Total for all groups .	524	170	22	12	1	..

The average dimensions of a room are 99 sq. ft. and area of floor space per occupant comes to 39 sq. ft. based on mass calculation but such floor space is not always used, as the workers utilise any open space in front of the dwellings as well. 92·5 per cent. of the dwellings belong to private landlords and only 0·6 per cent. belong to the labourers. The rest 6·9 per cent. belong to the mill-owners. Most of the labourers live within a mile from the place of employment. In Cawnpore the *bustees* have grown up near the mills, Khalasi lines and Gawal-toli near Elgin and Victoria mills and Cooper Allen and Juhi near the Cawnpore Cotton Mills and it is seldom that a labourer belonging to the Cawnpore Cotton Mills is found in Gwaltoli. 30 per cent. of the employees of the Government Harness and Saddlery Factory come from villages across the river about 3 or 4 miles away and 70 per cent. live in the town. No quarters are provided by the factory.

(2) *Water supply.*—Municipal hydrants or the wells built by the landlords in their *bustees* are the principal sources of water supply. Some dwellings have their own water tap and in some *bustees* the landlord himself has provided the tenants with common water taps. River is used by some workers living near the banks of the Ganges. 31·3 per cent. of the families use the municipal hydrants, 52·7 per cent. the common well and 16·2 per cent. use the private taps provided by the landlords. It has been difficult to know the number of persons using a municipal hydrant or private well, but on a rough estimate the number of persons per hydrant or well comes to 200. Even in *bustees* where landlords have provided water taps the average is not less.

(3) *Sanitation.*—The minimum provision for drains, cesspools and latrines necessary under municipal byelaws has been made. Most of the *bustees* are congested and have meagre arrangement for conservancy. There are no dust-bins. Drains are not cleared regularly and give out foul smell; the open spaces and streets are kept dirty by refuse or children's excreta. In the rains the condition of most of the *bustees* is deplorable, as was found by our researchers. 64·7 per cent. of the total families use the public latrines, 28 per cent. use private latrines and 7·3 per cent. use the streets and any available space, such as fields, ruins, etc. In highly congested localities or in places where the latrine is more than 300 yards away workers use any available space for answering the calls of nature. Children generally use the courtyard of the house, if any, or the drain and streets for the purpose. Workers rightly complained that the number of municipal latrines was very inadequate. On the whole the sanitary arrangements were found to be far from satisfactory.

General observations.—It will be seen from the foregoing statistics that the standard of living of the workers is low. Table XII shows the average expenditure in relation to average income. 82·4 per cent. of the families manage to balance the budget but the expenditure of 17·6 per cent. of the families exceeds the income. Most of the workers have ill-balanced dietary lacking in fats and carbohydrates. The expenditure on clothing is very low and few have clothes enough to send a set to the *dhobi*. Clothes are generally dirty, and of the lower wage-earners (below Rs. 15) worn out and hardly fit for use. They live in ill-ventilated dwellings and in congested localities. They spend practically nothing on education and recreation. 71 per cent. of them are indebted and pay very high rate of interest 76·8 per cent. are illiterate. Their income has fallen of late on account of insufficient and short time work in the mills. Short work causes greater hardship than lower rate of wages as in the former case the worker remains helplessly idle.

PART III.

General result of the inquiry in Lucknow and Gorakhpur.

As has already been stated in the introduction, 296 family budgets of railway workshop employees have been collected. Of these 137 are of employees of the East Indian Railway workshops at Lucknow and 161 of employees of the Bengal and North-Western Railway workshops at Gorakhpur. As at Cawnpore the majority belong to the III income group (above Rs. 15 and up to Rs. 30).

The following table shows the number of working class families by income groups at the two places :—

Place.	Group I.	Group II.	Group III.	Group IV.	Total.
Lucknow . .	9	17	93	18	137
Gorakhpur . .	9	33	87	32	161

2. *Religion and caste.*—At Lucknow 77·4 per cent. of the families examined are Hindus, and 22·6 per cent. Muslim families. At Gorakhpur the percentage of the Hindus is higher and that of Muslims much lower—87 per cent. and 7·4 per cent., respectively. 5·6 per cent. of the Gorakhpur budgets are of Christian families. The following table gives the classification of families by religion :—

Religion.	Group I.	Group II.	Group III.	Group IV.	Total.	Percentage.
Lucknow—						Per cent.
Hinduism . .	6	13	76	12	107	77·4
Islam . .	3	4	17	6	30	22·6
Christianity .	..	..	..	..	..	
Total number of families.	9	17	93	18	137	100·0
Gorakhpur—						
Hinduism . .	7	30	71	32	140	87·0
Islam . .	1	2	9	..	12	7·4
Christianity .	1	1	7	..	9	5·6
Total number of families.	9	33	87	32	161	100·0

Caste.—As in the engineering industry at Cawnpore, the majority of the workers at both places belong to the higher castes. *Brahmins* predominate. The other higher castes in order of importance are *Thakurs, Kayasthas, Ahirs, Kurmis* and *Lohars*. The lower castes met with are *Chamars, Lodh* and *Pasis*. The ratio of higher to lower castes is 25 : 1.

3. *Age distribution.*—The following table shows the classification of heads of families according to age :—

Income group.	Age below 20 years.	Age between 20 and 30 years.	Age between 30 and 40 years.	Age between 40 and 50 years.	Age above 50 years.
Lucknow.					
I . . .	..	4	3	2	..
II . . .	..	9	7	1	..
III . . .	4	48	36	5	..
IV . . .	4	13	1	..	..
Total : 137 .	8	74	47	8	..
Gorakhpur.					
I . . .	..	..	6	3	..
II . . .	..	5	17	11	..
III . . .	1	45	31	10	..
IV . . .	5	20	6	1	..
Total : 161 .	6	70	60	25	..

It will be seen that only 8 workers at Lucknow and 6 at Gorakhpur are below 20 (*i.e.*, between 18 and 20). Juveniles are excluded as they are not employed. The ages of the largest number are between 20 and 30, 54 per cent. at Lucknow and 43·60 per cent. at Gorakhpur. The next largest number are between 30 and 40 years of age—34·30 per cent. at Lucknow and 37·30 per cent. at Gorakhpur. The rest are between 41 and 50 years of age. The age of none exceeds 50 years. It is seen that younger people below 30 predominate in the engineering industries, and older, *i.e.*, above 30 years of age, in textile and leather industries.

4. *Place of origin.*—In the Lucknow workshops 66·30 per cent. of the families have given their place of origin outside the city and 33·70 per cent. are natives of the city, while in the Gorakhpur workshops only 9·30 per cent. belong to the city and the rest come from outside. Of the outsiders 46·00 per cent. come from the surrounding districts and 44·70 per cent. from the villages of the Gorakhpur district itself. The outsiders (46 per cent.) are mainly those mistries who came when the Samastipur workshop (in Bihar) was transferred to Gorakhpur. The following table gives the details :—

Group.	Outsiders.			Natives of the city.	
	Lucknow.	Gorakhpur.		Lucknow.	Gorakhpur.
		Other districts.	Gorakhpur district.		
I . . .	2	9	..	7	..
II . . .	10	27	6	7	..
III . . .	64	32	45	29	10
IV . . .	15	6	21	3	5
Total .	91	74	72	46	15

The majority of the skilled mistries in I and II groups at Gorakhpur have come with the Samastipur workshop and belong to Saran and Darbhanga districts in Bihar, while at Lucknow the majority belong to the Lucknow district.

5. *Causes of migration and time of migration.*—Table XIII gives the causes of migration and the period of migration for each income group. It will be seen that at both places 45·8 per cent. have migrated from the villages for want of employment and the next largest number—19·5 per cent.—on account of insufficient income from land. The period of migration of 1·09 per cent. of families at Lucknow and 8·8 per cent. at Gorakhpur is more than 20 years. 98·91 per cent. of the workers of Lucknow and 91·20 per cent. of Gorakhpur have been in the workshops for less than 20 years. The number of fresh arrivals (1 to 5 years) is proportionately larger in the IV group. Generally speaking, the workers in the higher income groups have stayed for a longer period in the place of migration.

6. *Period of employment and unemployment.*—The period of employment of the workers both at Lucknow and Gorakhpur synchronises with the period of migration. There is no unemployment apart from strikes, reductions, etc. No worker has given any period of unemployment.

7. *Size and composition of the family.*—Table XIV gives the size of the family for each income group. At Lucknow the average number of persons per family living with the wage-earner at the place of employment comes to 3·48 as against 4·64—the total number of persons in the family, 1·15 men, .91 women and 1·42 children; and at Gorakhpur 2·17 as against 4·96—the total number of persons in the family, 1·06 men, ·48 women and ·63 children. The worker at Gorakhpur is less urbanised or deruralised than the worker at Lucknow and leaves a larger number of people at home. In Lucknow only 1·16 persons per family live away from the wage-earner, while at Gorakhpur 2·79 persons. Here as at Cawnpore the average number of persons per family increases with the increase in income, mainly because with increase in income the worker can support more dependants. The part played by fecundity has not been examined.

Workers and dependants in the family.—From Table XV we find that the average number of wage-earners per family at Lucknow is 1·19 and that of dependants living with the wage-earner 2·29 while at Gorakhpur 1·07 and 1·10 respectively. It will be seen that the number of dependants living with the wage-earners decreases with the fall in income. Both at Lucknow and at Gorakhpur the number of women wage-earners is negligible—7·3 per cent. and 3·1 per cent., respectively—as the Railway workshops do not employ females, and very few in the higher income groups would like the idea of their women folk working elsewhere.

Table XVI gives the classification of wage-earners. At Lucknow in seven families out of 137 only the wife is a wage-earner side by side with the husband, while at Gorakhpur only four out of 161. At both places only in one family out of the above totals has a son been found to be a wage-earner side by side with the father. In the large majority of cases the family head alone is the wage-earner. The following table gives the classification of families according to the number of wage-earners :—

Income group.	One wage-earner.	Two wage-earners.	Three wage-earners.	Four wage-earners.	Total.
Lucknow.					
I . . .	7	2	..	..	9
II . . .	15	2	..	..	17
III . . .	73	19	1	..	93
IV . . .	17	1	..	..	18
Total Lucknow .	112	24	1	..	137
Gorakhpur.					
I . . .	8	1	..	..	9
II . . .	33	..	..	..	33
III . . .	79	6	2	..	87
IV . . .	31	1	..	..	32
Total Gorakhpur	151	8	2	..	161

At Lucknow 112 families out of 137 or 81·8 per cent. have only one wage-earner and 24 or 17·6 per cent. have two. Only in one family out of 137, three wage-earners were found. While at Gorakhpur 151 or 93·79 per cent. have one wage-earner, 8 or 5 per cent. have two and only two out of 161 have three. No family has more than three wage-earners.

Composition of the families.—Dependants include relations of all kind, and here as at Cawnpore the families have been divided for comparison into natural (*i.e.*, consisting of husband, wife and the unmarried children) and joint (including all relations). The following table gives the number of natural and joint families at both places :—

Group.	Natural.		Joint.		Percentage of natural families to total.		Percentage of joint families to total.	
	Lucknow.	Gorakhpur.	Lucknow.	Gorakhpur.	Lucknow.	Gorakhpur.	Lucknow.	Gorakhpur
I . . .	3	2	6	7	33·3	22·2	66·7	77·8
II . . .	5	13	12	20	29·4	39·4	70·6	60·6
III . . .	42	37	51	50	45·2	42·5	54·8	57.5
IV . . .	3	13	15	19	16·6	40·6	83·4	59·4
Total .	53	65	84	96	38·7	40·4	61·3	59·6

At Lucknow 38·7 per cent. of the families are natural and 61·3 per cent. joint and at Gorakhpur 40·4 per cent. and 59·6 per cent. respectively. In higher income groups we find a larger proportion of joint families.

8. *Extent of literacy of wage-earners.*—The following table gives the number of literates and illiterates in each income group :—

Group.	Literates.		Illiterates.	
	Lucknow.	Gorakhpur.	Lucknow.	Gorakhpur.
I . . .	3	6	6	3
II . . .	6	18	11	15
III . . .	15	34	78	53
IV . . .	1	1	17	31
Total .	25	59	112	102

Only those workers who can write a letter and read its reply have been included among literates. Actual test was not applied; only the worker's word therefore was taken. At Lucknow 18·5 per cent. of the workers are literate and at Gorakhpur 36·6 per cent. Gorakhpur is superior in this respect. The only explanation of the lower percentage of literacy of Lucknow workers seems to be that they are more fond of amusements and have idled away their time in the younger days in kite-flying, cockfights, *dangal*, etc. Another reason may be that the Gorakhpur worker with a large number of relatives at home has an incentive to learn to read and write in order to correspond with his people.

9. *Regularity of employment.*—The employment of all workers is regular. At Gorakhpur some of the work in the Carriage Shop is done through contractors who employ their own men. The employment of these is irregular, depending upon the work, but such cases of workers employed by contractors have not been included, being beyond the scope of this enquiry.

10. *Normal monthly income.*—The income of the family is made up mainly of men's wages as the following table shows. The income from other sources such as land, house-rent, casual labour, etc., is negligible.

Group.	Men.	Women.	Children.	Other source.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Lucknow.					
I . . .	43 1 5	..	..	..	43 1 5
II . . .	30 14 6	0 6 7	..	3 2 9	34 7 10
III . . .	20 10 0	0 7 10	0 0 3	0 8 5	21 10 6
IV . . .	13 13 8	..	..	..	13 13 8
The average income at Lucknow comes to	..	..	..	..	23 10 0
Gorakhpur.					
I . . .	41 5 4	..	1 14 2	0 8 0	43 11 6
II . . .	35 1 4	..	..	0 13 1	35 14 5
III . . .	20 14 2	0 4 2	0 4 3	0 7 2	21 13 9
IV . . .	12 14 1	0 1 0	..	0 1 0	13 0 1
The average income at Gorakhpur comes to	..	..	..	..	24 3 2

The income of the wage-earner includes overtime pay. All workers except 10 or 7·3 per cent. at Lucknow and 13 or 8·07 per cent. at Gorakhpur work overtime.

11. *The expenditure of the family.*—The following table shows the percentage of expenditure on the 6 different expenditure groups at Lucknow and Gorakhpur.

Group.	Food.	Clothing and footwear.	Fuel and lighting.	Rent.	Household requisite.	Miscellaneous.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Lucknow.						
I	52·85	7·77	6·99	5·18	1·56	25·65
II	48·37	7·89	6·18	6·00	1·54	30·02
III	53·85	8·54	7·84	6·89	1·45	21·43
IV	45·24	6·35	7·14	9·13	1·19	30·95
Total	52·04	8·16	7·38	6·73	1·46	24·23
Gorakhpur.						
I	41·00	6·88	4·23	2·12	1·85	43·92
II	40·61	6·14	3·93	3·07	1·62	44·63
III	48·86	8·25	4·97	3·01	1·75	33·16
IV	43·16	6·71	4·32	3·84	1·68	40·29
Total	44·93	7·33	4·51	3·06	1·71	38·46

It will be seen that the expenditure at Lucknow is higher on all items. This is specially noticeable in the case of house rent and food. Under miscellaneous, however, the percentage of expenditure at Gorakhpur is higher for the obvious reason that Gorakhpur workers keep more members of the family at home and have to send remittances to them.

Normal monthly expenditure of the family on—(1) *Food.*—The staple food of workers at Lucknow is wheat but at Gorakhpur wheat and rice equally. Table XVII gives for both places quantities of principal articles of food together with the cost. The important articles for Lucknow are wheat, rice, gram and *arhar* (*dal*). The expenditure on salt at both places is higher as the workers take salt with parched gram for their mid-day meal. The expenditure on food increases as the income increases not because the *per capita* expenditure is high but because the number of persons per family is high. The percentage of expenditure over food, however, does not rise proportionately with the rise in income.

(2) *Clothing and footwear.*—Expenditure on clothing at Lucknow comes to 7·33 per cent. of the total expenditure per family (all groups) and at Gorakhpur 8·16 per cent. The following table gives the expenditure on men, women and children per family in each income group at both places :—

Income group.	Men.	Women.	Children.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Lucknow.				
I	1 9 11	1 0 7	0 10 6	3 5 0
II	1 7 8	0 15 2	0 4 6	2 11 4
III	1 1 0	0 9 3	0 3 2	1 13 5
IV	0 11 1	0 2 7	0 0 6	0 14 2
Total all groups	1 1 7	0 9 7	0 3 6	1 14 8
Gorakhpur.				
I	1 15 9	0 8 11	0 5 9	2 14 5
II	1 9 6	0 6 10	0 2 5	2 2 9
III	1 3 6	0 6 0	0 3 2	1 12 8
IV	0 12 7	0 1 2	0 0 8	0 14 5
Total all groups	1 4 1	0 5 4	0 2 8	1 12 1

The articles of clothing used by the workers at both places were the same as at Cawnpore but at Gorakhpur the clothing was found neater and cleaner and the worker had more change of clothes.

(3) *Rent.*—The following table gives the average rent per family at Lucknow and Gorakhpur:—

Place.	Group I.	Group II.	Group III.	Group IV.	Total all groups.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Lucknow . .	2 4 5	2 1 0	1 7 9	1 4 1	1 9 3
Gorakhpur . .	0 14 7	1 1 8	0 10 6	0 8 0	0 11 8

The expenditure on rent comes to 6·73 per cent. at Lucknow and 3·06 per cent. at Gorakhpur. It will be seen that at Lucknow the rents are more than double. At Gorakhpur the Railway provides quarters for which the rent are very low whereas at Lucknow no quarters are provided. Rents in and near the Gorakhpur city are also low while those in Lucknow are high.

(4) *Fuel and lighting.*—The following table gives the average expenditure per family on fuel and lighting at both places :—

Group.	Fuel.	Lighting.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.
Lucknow.			
I	2 5 4	0 10 0	2 15 4
II	1 10 4	0 7 4	2 1 8
III	1 6 1	0 5 0	1 11 1
IV	0 13 8	0 2 7	1 0 3
Total all groups .	1 6 6	0 5 3	1 11 9
Gorakhpur.			
I	1 4 5	0 6 5	1 11 9
II	1 0 5	0 6 0	1 6 5
III	0 13 2	0 4 2	1 1 4
IV	0 7 3	0 1 8	0 8 11
Total all groups .	0 13 1	0 4 2	1 1 3

The average expenditure on fuel at Lucknow comes to Rs. 1-6-6 while at Gorakhpur it is only Re. 0-13-1 less than half that at Lucknow. Fire-wood which is the only fuel used is very cheap at Gorakhpur but expensive at Lucknow. Kerosine oil is generally used for lighting and expenditure comes to Re. 0-5-3 at Lucknow and Re. 0-4-2 at Gorakhpur.

(5) *Household requisites, etc.*—Under this head are included expenditure over metal utensils, *sutli* bed and *machia* or *khatola*. Chairs and tables were not found. The bulk of the expenditure is on *sutli* bed and metal utensils. The expenditure at Lucknow is 1·46 per cent. of the total and at Gorakhpur 1·71 per cent. The Gorakhpur worker was found to have more things under this head, generally utensils. The average monthly expenditure per family at Lucknow comes to Re. 0-5-6 and at Gorakhpur to Re. 0-6-7. The following table gives the average expenditure for each income group :—

Place.	Group I.	Group II.	Group III.	Group IV.	Total for all groups.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a p.
Lucknow . . .	0 10 8	0 8 5	0 5 1	0 2 9	0 5 6
Gorakhpur . .	0 11 11	0 9 4	0 6 1	0 3 4	0 6 7

(6) *Miscellaneous expenditure.*—This is an important group of expenditure. It includes among others payment to dependant members living away from the workers and repayment of debt. The total expenditure under this head comes to 24·23 per cent. at Lucknow and 38·46 per cent. at Gorakhpur. The expenditure is higher at Gorakhpur as the worker there has a larger number of relatives living away from him to whom he has to send monthly allowance. Details have been given in Table XVIII.

12. *Indebtedness.*—The following table gives the average indebtedness per family and the ratio of debt to income.

Group.	Average indebtedness per family.	No. of indebted families.	Average monthly income.	Ratio of indebtedness to income.
	Rs. a. p.		Rs. a. p.	
Lucknow.				
I	185 9 7	5	43 1 5	4·3
II	178 8 9	11	34 7 10	5·3
III	67 4 0	65	21 10 6	3·2
IV	46 10 8	12	13 13 8	3·5
Total all groups .	84 2 0	93	23 10 0	3·6
Gorakhpur.				
I	139 5 4	3	43 11 6	3·2
II	137 13 0	14	35 14 5	3·9
III	51 1 0	32	21 13 9	2·4
IV	25 13 4	6	13 0 1	1·9
Total all groups .	75 2 7	55	24 3 2	3·1

N.B.—Average indebtedness has been arrived at by dividing the total debt incurred by the number of indebted families.

It will be seen that the indebtedness of Gorakhpur workers is lighter than that of the Lucknow workers. At Lucknow, loss of income due to sickness is responsible for the indebtedness of the majority of the families and marriages in the family comes next while at Gorakhpur marriages in the family comes first and loss of income due to sickness next because they live in healthier surroundings. The only other important cause of indebtedness at both places is expenditure on death ceremonies. The indebtedness of 91 out of 93 or 97·8 per cent. of the indebted families at Lucknow is personal, and at Gorakhpur 53 out of 55 or 96·3 per cent. The security offered by 2·2 per cent. of the indebted families at Lucknow and 3·17 at Gorakhpur is of landed property. Only one worker has offered security of landed property at both places. Twenty-six indebted workers 37·5 per cent. at Lucknow and 25 or 45·4 per cent. at Gorakhpur have to repay the debt by *kist* system (fixed monthly instalments), and 62·5 per cent. and 54·6 per cent. respectively have no fixed system except that interest has to be paid regularly.

Rate of interest.—The highest rate of interest at Lucknow is 75 per cent. paid by 4·3 per cent. of the indebted workers there, 25·8 per cent. pay 20 per cent. interest and 21·5 per cent. 37½ per cent. At Gorakhpur the highest rate is 75 per cent. paid by 5·5 per cent. of the indebted workers, 12 per cent. by 47·3 per cent. and 37½ per cent. by 25·5 per cent. The workers in the I and II income groups pay lower rate of interest as a majority of them are members of the co-operative society while a majority of others have to pay higher rate of interest as they are not members of the co-operative societies.

13. *Housing and sanitation.*—(1) *Lucknow.*—The Railway authorities do not provide quarters for the workshop employees except a few for the Anglo-Indian subordinate supervising staff drawing more than Rs. 50 per mensem nor are there regular *bustees* of private landlords as at Cawnpore. The labourers of the town have to be content with the single-roomed dwellings that are available in the *mohallas* of the city near the workshop—Aishbagh, Ganeshganj and Hussainganj. Many (especially of the III and IV groups) come from the neighbouring villages within a radius of 3 miles from the workshop. The average size of the *kothris* is 10′ × 8′ and in more than 70 per cent. of the dwellings the door is the only opening for ventilation. The rest about 30 per cent. have a window as well. Only 15 per cent. of the dwellings have verandahs but all

about on an open space. A majority of the dwellings in the city about 60 per cent. are *pucca* rooms built in rows while the rest are huts with brick walls and roof of country tiles flat and cylindrical alternating. In the villages they have *kuchcha* huts with mud-walls and thatched roof. Municipal hydrants and the wells, both public and private, are the sources of water supply. The sanitary conditions of 60 out of 137, *i.e.*, about 44 per cent. of the dwellings is reported to be bad. Forty-one per cent. of the families use municipal latrines, 38 per cent. private latrines and 21 per cent. go to the neighbouring fields.

(2) *Gorakhpur.*—The Bengal and North-Western Railway authorities provide *pucca* quarters for 738 out of their 2,635 workshop employees or 28 per cent. The rest 72 per cent. live in the houses of private landlords and in the neighbouring villages. Of the 161 families investigated 76 live in the railway quarters. The houses in the town and the villages are *kuchcha.* The Railway quarters have each one room 10′×12′ one verandah and a walled courtyard. The rooms have *pucca* flooring and two doors and a window. The quarters are built in an open field shaded with trees. There is enough open space in front of the quarters. Each quarter has its own latrines and the drains are *pucca.* About 50 per cent. of the latrines are covered and the rest have no roof. The Christian Mission have *bustees* in three villages. The workers (all Christians) have been given land on a nominal rent and they have built little cottages. Wells are the only source of water supply even in the Railway quarters where the number of persons per well comes to about 200.

The sanitary condition of the railway quarters is very good. The latrines and drains are kept clean. The Railway charges a nominal rent *plus* conservancy charges which is proportional to the income of the occupier. Thus for a similar quarter the rent inclusive of conservancy charges varies from 12 annas to Re. 1-4-0 per month. Many private houses are near fields and have open surroundings. The houses in the heart of the town, however, have bad sanitation. The rooms are ill ventilated and there is congestion. Only four families are reported to use the municipal latrines. 50·3 per cent. of the families use private latrines and 47·2 per cent. visit the fields.

General observations.—Table XIX gives the relation of expenditure to income. It will be seen that the workers at Lucknow and Gorakhpur are on the whole better off than the Cawnpore workers. Among the railway workers the condition of the Gorakhpur worker is much better. He is better housed and the necessities of life cost him less. His food costs him Rs. 10-12-4 per month while the Lucknow man has to spend Rs. 12-3-11. He has to pay very much less as rent, Re. 0-11-8 as against Re. 1-9-3 paid by the Lucknow worker.

TABLES.

TABLE I.—Showing classification of families by religion.

Religion.	Group I number of budgets.	Group II number of budgets.	Group III number of budgets.	Group IV number of budgets.	All groups number of budgets.
Textiles—Cawnpore.	(35*)	(95*)	(231*)	(58*)	(419*)
Hinduism	31	69	192	52	344
Islam	4	26	38	6	74
Christianity	..	..	1	..	1
Engineering—Cawnpore.	(26*)	(18*)	(69*)	(30*)	(143*)
Hinduism	15	13	47	19	94
Islam	10	4	19	7	40
Christianity	1	1	3	4	9
Leather—Cawnpore.	(15*)	(32*)	(80*)	(40*)	(167*)
Hinduism	13	26	69	39	147
Islam	1	5	11	1	18
Christianity	1	1	..	..	2
Cawnpore—3 Industries combined.	(76*)	(145*)	(380*)	(128*)	(729*)
Hinduism	59	108	308	110	585
Islam	15	35	68	14	132
Christianity	2	2	4	4	12

* Denotes number of families in the group.

TABLE II.—Showing age distribution of heads of families.

Group.	Number of heads of families of age				
	Below 20 years.	Between 21 to 30.	Between 31 to 40.	Between 41 to 50.	Above 50.
Textiles.					
I . . .	2	13	12	4	4
II . . .	2	35	38	16	4
III . . .	13	88	92	25	7
IV . . .	4	25	19	7	4
Total .	21	161	161	52	19
Engineering.					
I . . .	1	11	11	2	1
II . . .	1	8	7	2	..
III . . .	8	38	19	3	1
IV . . .	9	12	8	1	..
Total	19	69	45	8	2
Leather.					
I . . .	..	2	6	6	1
II . . .	..	6	15	10	1
III . . .	1	27	31	18	3
IV . . .	1	23	11	3	2
Total .	2	58	63	37	7
Cawnpore.					
I . . .	3	26	29	10	6
II . . .	3	49	60	28	5
III . . .	22	153	142	46	11
IV . . .	14	60	38	11	6
Total .	42	288	269	95	28

TABLE III.—Showing causes of migration and periods of migration.

Groups.	Number of families in the group.	Number of heads of families who are natives of the city.	Number of heads who are immigrants to the city.	Number who migrated on account of—					Number according to period of migration				
				Insufficient income from land.	Want of employment.	Indebtedness.	Ejectment by landlord.	Unknown causes.	1 to 5 years.	6 to 10 years.	11 to 20 years.	Over 20 years.	Unknown.
Textiles, Cawnpore.													
Group I	35	3	32	4	16	4	4	4	2	2	12	16	..
„ II	95	7	88	19	49	3	..	17	8	22	24	25	..
„ III	231	23	208	51	102	20	9	26	51	42	58	33	..
„ IV	58	8	50	8	28	5	1	8	23	9	8	6	..
Total, Textiles.	419	41	378	82	195	32	14	55	84	75	102	80	..
Engineering, Cawnpore.													
Group I	26	2	24	..	21	..	1	2	3	7	9	3	..
„ II	18	2	16	..	10	1	..	5	2	4	5	..	..
„ III	69	4	65	6	51	6	1	1	26	26	12	..	..
„ IV	30	..	30	8	18	3	1	..	18	8	4	..	..
Total, Engineering	143	8	135	14	100	10	3	8	49	45	30	3	..
Leather, Cawnpore.													
Group I	15	6	9	2	4	1	1	2	..	..	5	4	..
„ II	32	20	12	4	6	2	..	..	1	..	4	5	..
„ III	80	37	43	9	26	3	2	3	6	6	21	8	..
„ IV	40	4	36	17	12	2	2	3	20	3	6	3	..
Total, Leather	167	67	100	32	48	8	5	8	27	9	36	20	..

Cawnpore—All Groups.

| | | |

TABLE IV.—Showing number of persons per family in each income group.

Income group.	Number of families in the group.	Persons per family living in the family.				Persons per family living away from the family.				Total number of persons per family.
		Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	
Textiles, Cawnpore :—										
Group I Rs. 41 to Rs. 50.	35	1·99	1·60	1·57	4·16	0·17	0·34	0·34	0·85	5·01
„ II more than Rs. 30 but below Rs. 40	95	1·54	1·33	1·44	4·31	0·16	0·28	0·28	0·72	5·03
„ III „ „ „ 15 „ „ 30	231	1·23	0·55	1·16	3·04	0·23	0·40	0·43	1·06	4·10
„ IV „ „ „ 15 and below . .	58	1·07	0·60	0·64	2·31	0·28	0·57	0·43	1·28	3·59
All groups textiles	419	1·31	0·82	1·19	3·32	0·21	0·39	0·39	0·99	4·31
Engineering, Cawnpore—										
Group I Rs. 41 to Rs. 50	26	1·60	1·50	2·00	5·10	0·11	0·23	0·19	0·53	5·63
„ II more than Rs. 30 but below Rs. 40	18	1·33	1·55	1·72	4·60	0·28	0·28	0·22	0·78	5·38
„ III „ „ „ 15 „ „ 30	69	1·10	0·72	0·92	2·72	0·62	0·81	0·80	2·23	4·95
„ IV „ „ „ 15 and below . .	30	1·00	0·33	0·33	1·66	0·40	0·76	0·93	2·09	3·75
All groups engineering	143	1·19	0·88	1·08	3·15	0·44	0·63	0·64	1·71	4·86
Leather, Cawnpore—										
Group I Rs. 41 to Rs. 50	15	1·40	1·53	2·13	5·06	0·13	0·13	0·53	0·79	5·85
„ II more than Rs. 30 but below Rs. 40	32	1·62	1·56	2·00	5·18	0·12	0·25	0·25	0·62	5·80
„ III „ „ „ 15 „ „ 30	80	1·34	1·09	1·28	3·71	0·11	0·15	0·25	0·51	4·22
„ IV „ „ „ 15 and below . .	40	1·00	0·67	0·72	2·39	0·17	0·42	0·67	1·26	3·65
All groups leather	167	1·32	1·12	1·36	4·80	0·13	0·23	0·38	0·74	5·54
Total for Cawnpore :—										
Group I Rs. 41 to Rs. 50	76	1·72	1·54	1·83	5·09	0·14	0·26	0·33	0·73	5·82
„ II more than Rs. 30 but below Rs. 40	145	1·53	1·40	1·60	4·53	0·17	0·28	0·27	0·72	5·25
„ III „ „ „ 15 „ „ 30	380	1·23	0·70	1·14	3·07	0·28	0·42	0·46	1·16	4·23
„ IV „ „ „ 15 and below . .	128	1·03	0·56	0·59	2·18	0·27	0·57	0·62	1·46	3·64
All groups, Cawnpore	729	1·30	0·90	1·20	3·40	0·24	0·40	0·44	1·08	4·48

TABLE V.—Showing average number of workers and dependants* in the family.

Group.	Average number of workers in the family.				Average number of dependants.				Total.
	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	
Cawnpore.									
I . .	1·58	0·09	0·04	1·71	0·14	1·45	1·79	3·38	5·09
II . .	1·33	0·06	0·03	1·42	0·20	1·34	1·57	3·11	4·53
III . .	1·12	0·05	0·02	1·19	0·11	0·65	1·12	1·88	3·07
IV . .	1·00	..	..	1·00	0·03	0·56	0·59	1·18	2·18
Total .	1·19	0·05	0·02	1·23	0·11	0·85	1·18	2·14	3·40

*Excludes dependants living away from the family.

TABLE VI.—Showing classification of wage-earners.

Income Group.	Head.	His wife.	His children.	Other men.	Other women.	Other children.	Total men.	Total women.	Total children.	Total wage-earners.
Textiles—Cawnpore.										
I .	35	5	1	28	2	..	63	7	1	71
II .	95	2	2	33	3	2	128	5	4	137
III .	231	7	3	23	5	2	254	12	5	271
IV .	58	..	..	..	..	..	58	..	..	58
Total .	419	14	6	84	10	4	503	24	10	537
Engineering—Cawnpore.										
I .	26	..	1	12	..	..	38	..	1	39
II .	18	1	..	3	1	..	21	1	1	23
III .	69	3	1	3	1	..	72	4	1	77
IV .	30	..	..	..	..	..	30	..	..	30
Total	143	4	2	18	2	..	161	5	3	169
Leather—Cawnpore.										
I .	15	..	..	4	..	1	19	..	1	20
II .	32	..	..	12	..	..	44	..	..	44
III .	80	2	..	19	2	..	99	4	..	103
IV .	40	..	..	..	..	..	40	..	..	40
Total	167	2	..	35	2	1	202	4	1	207

TABLE VI.—Showing classification of wage-earners—*concld.*

Income Group.	Head.	His wife.	His children.	Othor men.	Other women.	Other children.	Total men.	Total women.	Total children.	Total wage-earners.
Cawnpore—all Industries.										
I .	76	5	2	44	2	1	120	7	3	130
II .	145	3	2	48	4	2	193	7	4	204
III .	380	12	4	45	8	2	425	20	6	451
IV .	128	..	..	..	..	..	128	..	..	128
Total	729	20	8	137	14	5	866	34	13	913
Grand Total .	..	..	..	..	..	..	94·8%	3·8%	1·4%	100%

TABLE VII.—Showing classification of income.

Group.	Average monthly earnings of—			Income from other sources.	Total family income.
	Men.	Women.	Children.		
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Textiles—Cawnpore.					
I . . .	39 15 5	2 7 7	1 8 7	1 12 9	45 12 4
II . . .	32 8 10	0 4 4	1 9 6	0 4 8	34 11 4
III . . .	21 8 4	0 7 1	0 3 6	0 6 4	22 9 3
IV . . .	13 3 2	..	..	0 0 9	13 3 11
Engineering—Cawnpore.					
I . . .	42 7 10	..	2 4 3	0 7 5	45 3 6
II . . .	35 3 9	0 13 4	..	..	36 1 1
III . . .	18 15 9	0 7 8	0 6 3	0 6 6	20 4 2
IV . . .	13 2 10	..	..	..	13 2 10
Leather—Cawnpore.					
I . . .	40 6 5	..	3 1 1	1 11 1	45 2 7
II . . .	31 7 2	..	1 1 0	2 13 1	35 5 3
III . . .	20 6 5	0 5 4	0 15 6	0 5 7	22 0 10
IV . . .	12 5 9	..	..	0 0 9	12 6 6
Cawnpore—all Industries.					
I . . .	40 14 1	1 2 3	2 1 5	1 5 2	45 6 4
II . . .	32 1 3	0 3 3	1 4 7	0 13 7	34 6 8
III . . .	20 13 10	0 7 10	0 6 8	0 6 2	22 2 6
IV . . .	12 15 0	..	..	0 0 11	12 15 11

N.B.—The average income per family for all groups in Cawnpore = Rs. 25-8-6.

TABLE VIII.—Showing quantities of principal articles of food consumed per family in a month and the cost of each.

Name of food article.	Group I.		Group II.		Group III.		Group IV.		Total.	
	Quantity.	Amount.	Quantity.	Amount.	Quantity.	Amount.	Quantity.	Amount.	Quantity.	Amount.
	Srs. Ch.	Rs. a. p.	Srs. Ch.	Rs. a. p.	Srs. Ch.	Rs. a. p.	Srs. Ch.	Rs. a. p.	Srs. Ch.	Rs. a. p.
Rice	12 12	2 4 9	11 4	1 15 10	7 13	1 5 6	4 15	0 13 6	8 8	1 7 9
Wheat	64 6	6 2 2	48 5	4 10 8	33 10	3 4 3	25 0	2 6 6	38 5	3 11 0
Bajra	12 9	0 14 6	22 7	1 9 6	19 10	1 6 1	8 14	0 10 4	17 9	1 3 10
Gram	2 2	0 3 4	1 14	0 3 1	0 10	0 2 7	0 15	0 1 6	1 10	0 2 7
Arhar	7 2	1 0 6	5 5	0 12 6	3 14	0 8 10	0 7	0 8 6	4 6	0 10 3
Urd	1 9	0 4 4	1 6	0 3 9	0 11	0 1 10	0 2	0 0 5	0 13	0 2 3
Other pulses	2 3	0 5 9	2 12	0 6 11	1 15	0 5 1	1 1	0 2 6	2 0	0 5 1
Sugar unrefined (Gur)	..	0 2 8	..	0 2 8	..	0 1 7	..	0 1 2	..	0 1 10
Sugar refined	..	0 9 6	..	0 5 11	..	0 3 0	..	0 1 6	..	0 4 0
Tea	..	0 1 0	..	0 0 2	..	..	..	..	..	0 0 2
Sweets	..	0 4 0	..	0 2 6	..	0 1 4	..	0 0 4	..	0 1 7
Meat	..	0 14 9	..	0 10 6	..	0 4 10	..	0 2 10	..	0 6 8
Fish	..	0 0 10	..	0 0 8	..	0 0 5	..	0 0 2	..	0 0 7
Milk	6 12	1 10 2	2 15	0 11 9	1 2	0 4 4	0 6	0 1 4	1 2	0 7 7
Ghee	1 8	2 12 4	0 12	1 6 10	0 6	0 11 11	0 2	0 4 6	0 9	1 0 2
Salt	1 6	0 1 11	1 5	0 1 9	1 1	0 1 6	0 15	0 1 3	1 2	0 1 7
Spices	..	0 12 0	..	0 8 2	..	0 5 5	..	0 3 8	..	0 6 6
Vegetables	..	0 15 4	..	0 12 3	..	0 8 4	..	0 5 11	..	0 9 3
Fruits	..	0 2 8	..	0 2 7	..	0 1 2	..	0 0 7	..	0 1 6
Mustard oil	1 8	0 14 3	1 4	0 12 1	0 15	0 9 2	0 11	0 6 6	1 0	0 9 10
Other oils	..	0 0 7	..	0 0 7	..	0 0 4	..	0 0 1	..	0 0 4
Refreshment consumed away from home.	..	0 0 9	..	0 1 5	..	0 1 0	..	0 0 8	..	0 1 0
Miscellaneous	..	..	..	0 0 8	..	0 1 0	..	..	..	0 0 8
Total	..	20 10 1	..	15 14 9	..	10 9 6	..	6 9 9	..	12 0 0

TABLE IX.—Showing classification of expenditure on clothing and footwear of working class families in Cawnpore.

Income group.	Men.	Women.	Children.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
I	1 10 11	0 15 7	0 6 3	3 0 9
II	1 4 11	0 13 3	0 4 4	2 6 6
III	0 15 1	0 8 5	0 3 1	1 10 7
IV	0 11 8	0 4 7	0 1 6	1 1 9
Total	1 0 10	0 9 5	0 3 5	1 13 8

TABLE X.—Showing the average monthly expenditure of working class families in Cawnpore on Fuel and Lighting, Rent and Household requisites.

Income group.	Fuel and lighting.			Rent.	Household requisites.
	Fuel.	Lighting.	Total.		
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
I	1 12 8	0 6 9	2 3 5	3 1 11	0 10 3
II	1 7 8	0 6 4	1 14 0	2 13 10	0 9 3
III	1 1 8	0 4 9	1 6 5	2 0 11	0 6 5
IV	0 11 8	0 3 4	0 15 0	1 3 10	0 4 0
Total	1 3 0	0 5 0	1 8 0	2 3 0	0 7 0

TABLE XI.—Showing the average monthly expenditure of working class families in Cawnpore on miscellaneous items.

Name of item.	Group I.	Group II.	Group III.	Group IV.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Barber	0 7 5	0 5 10	0 4 3	0 3 7	0 4 9
Dhobi	0 13 11	0 8 11	0 5 6	0 4 0	0 6 9
Medical fee or medicines	0 0 10	0 1 3	0 0 7	0 0 1	0 0 7
Education	0 5 8	0 1 2	0 0 6	0 0 2	0 1 1
Expenses of going home	0 2 5	0 2 6	0 2 3	0 1 9	0 2 3
Tobacco, etc.	0 7 9	0 6 8	0 4 5	0 4 2	0 5 3
Liquor	0 4 1	0 3 0	0 1 4	0 0 9	0 1 10
Toddy	..	0 0 10	0 0 9	0 0 5	0 0 7
Bhang	0 0 9	0 0 6	0 0 6	0 0 2	0 0 6
Charas	0 2 4	0 1 4	0 0 10	0 1 8	0 1 3
Ganja	..	0 0 ¼	0 0 1	..	0 0 1
Opium	0 0 1	0 0 2	0 0 3	..	0 0 2
Pan supari	0 9 11	0 7 1	0 3 2	0 1 10	0 4 5
Amusements	0 2 11	0 1 3	0 0 3	0 0 1	0 0 10
Festival	0 6 8	0 5 9	0 2 9	0 2 0	0 3 7
Payment to dependants not living with family.	1 10 8	1 10 3	1 5 10	1 4 6	1 7 0
Interest on debt	3 0 6	2 3 6	1 0 1	0 5 10	1 5 6
Repayment of debt	3 1 9	2 4 9	1 5 4	0 9 7	1 9 4
Trade union subscription.	0 0 ½	0 0 ½	..	..	..
Sweeper	0 2 9	0 2 2	0 1 3	0 0 7	0 1 5
Others	1 7 7	0 8 6	0 3 6	0 0 4	0 6 0
Total	13 8 4	9 11 11	5 11 6	3 9 5	6 15 2

TABLE XII.—Showing the relation of expenditure to income for each group.

Group.	Income.	Items of expenditure.						Total.	Saving.	Deficit.
		Food.	Clothing.	Fuel and light.	Rent.	House-hold.	Miscella-neous.			
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p. (+)	Rs. a. p. (—)
I	45 6 4	20 10 1	3 0 9	2 3 5	3 1 11	0 10 3	13 8 4	43 2 9	2 3 7	..
II	34 6 8	15 14 9	2 6 6	1 14 0	2 13 10	0 9 3	9 11 11	33 6 3	1 0 5	..
III	22 2 6	10 9 6	1 10 7	1 6 5	2 0 11	0 6 5	5 11 6	21 13 4	0 5 2	..
IV	12 15 11	6 9 9	1 1 9	0 15 0	1 3 10	0 4 0	3 9 5	13 11 9	..	0 11 10
Total for all groups . .	25 8 6	12 0 0	1 13 8	1 8 0	2 3 0	0 7 0	6 15 2	24 14 10	0 9 8	..

TABLE XIII.—Showing causes of migration and periods of migrations of families in each income group of Lucknow and Gorakhpur.

Group.	Number of families in the group.	Number of heads of families who are natives of the city.	Number of heads who are immigrants to the city.	Insufficient income from land.	Number who migrated on account of—				Number according to period of migration.				
					Want of employment.	Indebtedness.	Ejectment by landlord.	Unknown causes.	1 to 5 years.	6 to 10 years.	11 to 20 years.	Over 20 years.	Unknown.
Lucknow.													
I	9	6	3	..	3	..	..	..	..	..	2	1	..
II	17	7	10	1	7	..	1	..	3	2	6	..	..
III	93	29	64	16	35	4	..	..	12	23	25	..	..
IV	18	3	15	3	8	3	..	..	10	3	1	..	..
Total, all groups	137	45	92	20	53	7	1	10	25	28	34	1	10
Gorakhpur.													
I	9	..	9	1	6	..	..	..	..	2	5	1	..
II	33	..	33	3	22	..	..	..	..	10	13	8	..
III	87	10	77	19	41	2	1	..	12	28	25	4	..
IV	32	5	27	14	14	1	2	..	11	12	7	..	..
Total, all groups	161	15	146	37	83	3	3	20	23	52	50	13	8

TABLE XIV.—Showing number of persons per family in each income group of Lucknow and Gorakhpur.

Income group.	Number of families in the group.	Persons per family living in the family.				Persons per family living away from the family.				Total number of persons per family.
		Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	
Lucknow, E. I. Railway.										
I.—Rupees 41 to Rs. 50	9	1·33	1·00	2·22	4·55	0·33	0·66	0·33	1·32	5·87
II.—More than Rs. 30 but below Rs. 40.	17	1·12	1·47	1·88	4·47	0·12	0·41	0·59	1·12	5·59
III.—More than Rs. 15 but below Rs. 30.	93	1·17	1·03	1·51	3·71	0·14	0·32	0·40	0·86	4·57
IV.—Rupees 15 and below	18	1·00	0·22	0·17	1·39	0·44	1·06	1·06	2·56	3·95
All Groups	137	1·15	0·91	1·42	3·48	0·19	0·47	0·50	1·16	4·64
Gorakhpur B. and N. W. Railway.										
I.—Rupees 41 to Rs. 50	9	1·11	0·55	1·00	2·66	0·33	1·11	1·66	3·10	5·76
II.—More than Rs. 30 but below Rs. 40.	33	1·06	0·55	0·58	2·19	0·33	1·12	1·61	3·06	5·25
III.—More than Rs. 15 but below Rs. 30.	87	1·08	0·57	0·74	2·39	0·25	0·90	1·29	2·44	4·83
IV.—Rupees 15 and below	32	1·00	0·16	0·28	1·44	0·40	1·28	1·70	3·38	4·82
All Groups	161	1·06	0·48	0·63	2·17	0·30	1·04	1·45	2·79	4·96

TABLE XV.—Showing average number of workers and dependants in the family.

Group.	Average number of workers in the family.				Average number of dependants.				
	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Total.
Lucknow.									
I . . .	1·22	..	..	1·22	0·11	1·00	2·22	3·33	4·55
II . . .	1·00	·12	..	1·12	0·12	1·35	1·88	3·35	4·47
III . . .	1·08	·08	·05	1·21	0·09	0·95	1·46	2·50	3·71
IV . . .	1·00	..	..	1·00	..	0·22	0·17	0·39	1·39
Total, all groups	1·08	·07	·04	1·19	0·07	0·84	1·38	2·29	3·48
Gorakhpur.									
I . . .	1·11	..	..	1·11	..	0·55	1·00	1·55	2·66
II . . .	1·00	..	..	1·00	0·06	0·55	0·58	1·19	2·19
III . . .	1·05	·06	·01	1·12	0·03	0·51	0·73	1·27	2·39
IV . . .	1·00	..	..	1·00	..	0·16	0·28	0·44	1·44
Total, all groups	1·03	·03	·01	1·07	0·03	0·45	0·62	1·10	2·17

TABLE XVI.—Showing classification of wage-earners.

Income group.	Head.	His wife.	His children.	Other men.	Other women.	Other children.	Total men.	Total women.	Total children.	Total wage-earners.
Lucknow.										
I . .	9	..	..	2	..	..	11	..	..	11
II . .	17	..	..	..	2	..	17	2	..	19
III . .	93	7	1	8	1	4	101	8	5	114
IV . .	18	..	..	..	..	..	18	..	..	18
Total .	137	7	1	10	3	4	147	10	5	162
				Percentage :—			1·08	0·7	·04	1·19
Gorakhpur.										
I . .	9	..	..	1	..	..	10	..	..	10
II . .	33	..	..	..	..	..	33	..	..	33
III . .	87	4	1	4	1	..	91	5	1	97
IV . .	32	..	..	..	..	..	32	..	..	32
Total .	161	4	1	5	1	..	166	5	1	172
				Percentage :—			1·03	·03	·006	1·066

TABLE XVII.—Showing quantities of principal articles of food consumed per family in a month and the cost of each.

Name of food article.	Group I.				Group II.				Group III.				Group IV.				Total.			
	Quantity		Amount.		Quantity.		Amount.		Quantity.		Amount.		Quantity.		Amount.		Quantity.		Amount.	
	Srs.	Ch.	Rs.	a. p.	Srs.	Ch.	Rs.	a. p.	Srs.	Ch.	Rs.	a. p.	Srs.	Ch.	Rs.	a. p.	Srs.	Ch.	Rs.	a. p.
Lucknow.																				
Rice	18	14	3	3 7	17	13	3	2 4	15	0	2	0 0	5	10	0	15 11	12	5	2	1 5
Wheat	58	0	6	4 0	47	12	4	15 7	38	1	3	15 7	17	4	1	13 5	37	14	3	15 6
Bajra	..		..		1	7	0	1 11	8	10	0	11 6	14	1	1	2 3	7	14	0	10 5
Gram	11	0	1	0 0	5	3	0	7 8	7	8	0	11 1	4	8	0	6 7	7	1	0	10 5
Arhar	6	4	0	12 5	7	13	0	15 9	7	3	0	14 4	4	13	0	9 8	6	14	0	13 10
Urd	3	0	0	8 0	2	11	0	7 3	1	12	0	4 8	0	6	0	1 0	1	12	0	4 9
Other pulses	..		..		1	5	0	2 10	0	1	0	0 2	..		..		0	3	0	0 5
Sugar unrefined (Gur)	..		0	4 0	..		0	2 4	..		0	2 1	..		0	0 11	..		0	2 1
Sugar refined	..		0	10 0	..		0	4 10	..		0	1 4	..		0	0 3	..		0	2 2
Tea	..		0	1 3	..		0	0 6	..		0	0 1	..		..		..		0	0 2
Sweets	..		0	12 5	..		0	8 2	..		0	1 11	..		0	0 3	..		0	3 2
Meat	..		1	1 1	..		0	7 1	..		0	3 10	..		0	1 11	..		0	4 10
Fish	..		0	9 1	..		0	3 4	..		0	1 5	..		0	1 0	..		0	2 1
Milk	6	15	1	7 1	1	10	0	5 2	0	2	0	0 4	..		..		0	12	0	2 5
Ghee	1	5	2	5 4	0	13	1	7 6	0	5	0	9 5	0	1	0	1 9	0	7	0	12 0
Salt	2	5	0	3 7	1	11	0	2 6	1	12	0	2 3	1	0	0	1 6	1	11	0	2 3
Spices	..		0	13 7	..		0	9 4	..		0	5 11	..		0	2 11	..		0	6 5
Vegetables	..		0	15 1	..		0	13 11	..		0	6 2	..		0	2 6			0	7 2
Fruits	..		0	5 7	..		0	4 2	..		0	2 1	..		0	0 11	..		0	2 5
Mustard oil	2	2	1	4 11	1	5	0	13 2	1	1	0	9 3	0	9	0	5 11	1	1	0	10 9
Other oils	..		0	1 0	..		0	1 1	..		0	0 4	..		..		..		0	0 5
Refreshment consumed away from home.	..		..		..		0	0 11	..		0	0 9	..		0	0 9	..		0	0 8
Miscellaneous	..		..		..		..		..		..		..		..		..		..	
Total for Lucknow	..		22	10 0	..		16	9 3	..		11	9 5	..		6	5 4	..		12	3 11

TABLE XVII.—Showing quantities of principal articles of food consumed per family in a month and the cost of each.

Name of food article.	Group I.					Group II.					Group III.					Group IV.					Total.				
	Quantity.		Amount.			Quantity.		Amount.			Quantity.		Amount.			Quantity.		Amount.			Quantity.		Amount.		
	Srs.	Ch.	Rs.	a.	p.	Srs.	Ch.	Rs.	a.	p.	Srs.	Ch.	Rs.	a.	p.	Srs.	Ch.	Rs.	a.	p.	Srs.	Ch.	Rs.	a.	p.
Gorakhpur.																									
Rice	20	11	3	9	9	20	13	3	9	0	16	14	2	13	3	8	3	1	5	10	16	3	2	11	7
Wheat	28	4	3	0	0	22	5	2	7	3	21	7	2	5	2	15	2	1	12	8	20	12	2	4	6
Bajra	..		..			..		..			2	6	0	3	2	1	14	0	2	6	1	11	0	2	3
Gram	2	7	0	5	0	1	12	0	3	5	2	3	0	4	4	1	6	0	2	8	1	15	0	3	10
Arhar	9	12	1	6	8	7	14	1	2	0	7	8	1	1	4	4	1	0	9	5	7	2	1	0	2
Urd	0	11	0	1	9	0	13	0	2	3	0	2	0	0	5	..		..			0	5	0	0	9
Other pulses	...		..			0	5	0	1	0	..		..			..		..			0	1	0	0	2
Sugar unrefined (Gur)	..		0	5	1	..		0	4	3	..		0	3	9	..		0	1	9	..		0	3	6
Sugar refined	..		0	7	11	..		0	6	9	..		0	2	0	..		0	0	6	..		0	3	0
Tea	..		0	0	11	..		0	0	2	..		0	0	6	..		..			..		0	0	4
Sweets	..		0	3	9	..		0	4	2	..		0	1	9	..		0	0	11	..		0	2	2
Meat	..		0	2	3	..		0	6	3	..		0	4	2	..		0	2	0	..		0	4	1
Fish	..		..			..		0	0	5	..		0	0	1	..		0	0	3	..		0	0	2
Milk	8	14	1	15	1	5	6	1	5	4	2	3	0	7	4	0	1	0	0	4	2	13	0	10	2
Ghee	1	3	2	5	9	0	13	1	9	11	0	8	0	15	8	0	2	0	3	1	0	9	1	0	6
Salt	1	8	0	2	3	0	15	0	1	7	1	1	0	1	8	0	12	0	1	2	1	0	0	1	7
Spices	..		0	9	5	..		0	7	11	..		0	5	7	..		0	2	5	..		0	5	8
Vegetables	..		1	4	1	..		0	14	6	..		0	7	10	..		0	2	11	..		0	8	11
Fruits	..		0	7	5	..		0	3	11	..		0	1	7	..		0	0	4	..		0	2	2
Mustard oil	0	13	0	9	5	1	2	0	10	7	1	0	0	8	1	0	9	0	4	4	0	15	0	7	11
Other oils	..		0	2	5	..		0	0	2	..		..			..		..			..		0	0	2
Refreshment consumed away from home.	..		0	0	10	..		0	1	8	..		0	0	9	..		0	0	9	..		0	0	11
Miscellaneous	..		..			..		..			..		0	1	7	..		0	3	11	..		0	1	8
Total for Gorakhpur	..		17	4	1	..		14	6	6	..		10	9	11	..		5	9	10	..		10	12	4

TABLE XVIII.—Showing the average monthly expenditure of working class families in Lucknow and Gorakhpur on miscellaneous items.

Name of item.	Lucknow.												Gorakhpur.											
	Group I.			Group II.			Group III.			Group IV.			Total.			Group I.			Group II.			Group III.			Group IV.			Total.		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Barber	0	7	5	0	5	9	0	3	9	0	2	8	0	4	5	0	6	3	0	4	6	0	4	1	0	2	6	0	3	11
Dhobi	0	10	8	0	9	4	0	4	0	0	1	8	0	4	9	0	11	7	0	8	6	0	5	8	0	2	2	0	5	10
Medical fee or medicines	0	1	1	..			0	0	1	..			0	0	2	0	2	0	0	0	9	0	1	11	..			0	1	4
Education	0	6	1	0	0	1	..			..			0	0	5	1	2	5	0	0	3	0	0	7	..			0	1	5
Expenses of going home	0	1	9	0	1	3	0	0	10	0	1	3	0	1	0	0	0	11	0	1	1	0	1	0	0	0	5	0	0	11
Tobacco, etc.	0	13	10	0	8	10	0	5	7	0	4	0	0	6	4	0	4	0	0	6	9	0	4	4	0	1	9	0	4	4
Liquor	0	6	3	..			0	0	5	..			0	0	7	..			0	0	6	0	0	1	..			0	0	2
Toddy	..			..			..			..			..			..			0	1	3	0	0	7	0	0	8	0	0	8
Bhang	..			0	0	6	0	0	7	0	0	3	0	0	6	..			0	0	7	0	0	1	0	0	3	0	0	3
Charas	..			..			0	0	8	..			0	0	6	..			..			..			..			..		
Ganja	..			..			0	0	1	..			..			..			0	1	1	0	0	5	..			0	0	5
Opium	..			0	0	1	0	0	3	..			0	0	2	..			..			0	0	1	..			0	0	1
Pan supari	1	2	3	0	12	1	0	3	5	0	0	9	0	5	1	0	6	11	0	5	10	0	3	5	0	1	5	0	3	8
Amusements	0	1	4	0	0	6	0	0	1	..			0	0	2	0	0	11	0	0	1	0	0	1	..			0	0	1
Festival	0	13	4	0	8	10	0	4	10	0	1	0	0	5	5	0	2	8	0	2	3	0	1	5	..			0	1	5
Payment to dependants not living with family	1	7	1	3	11	9	1	11	8	2	14	6	2	1	9	8	8	11	8	0	0	4	5	11	4	4	10	5	5	4
Interest on debt	0	2	9	1	7	11	0	7	3	0	4	8	0	8	8	0	10	8	0	12	11	0	6	0	0	2	3	0	6	11
Repayment of debt	3	5	8	1	10	4	0	10	6	0	6	3	0	14	9	2	12	5	2	15	6	0	13	4	0	3	1	1	4	1
Trade Union subscription	..			..			..			..			..			..			..			..			..			..		
Sweeper	0	2	7	0	1	4	0	0	9	0	0	1	0	0	10	..			0	0	1	0	0	1	..			0	0	1
Others	0	14	1	0	6	0	0	3	0	0	0	1	0	3	8	3	2	3	1	15	6	0	2	3	0	0	7	0	10	7
Total	11	0	3	10	4	4	4	9	9	4	5	2	5	11	2	18	7	11	15	13	7	7	3	4	5	3	11	9	3	6

TABLE XIX.—Showing the relation of expenditure to income for each group.

Group.	Income.	Items of expenditure.							Savings (+).	Deficit (—).
		Food.	Clothing.	Fuel and Lighting.	Rent.	House-hold.	Miscel-laneous.	Total.		
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Lucknow.										
I	43 1 5	22 10 0	3 5 0	2 15 4	2 4 5	0 10 8	11 0 3	42 13 8	0 3 9	..
II	34 7 10	16 9 3	2 11 4	2 1 8	2 1 0	0 8 5	10 4 4	34 4 0	0 3 10	..
III	21 10 6	11 9 5	1 13 5	1 11 1	1 7 9	0 5 1	4 9 9	21 8 6	0 2 0	..
IV	13 13 8	6 5 4	0 14 2	1 0 3	1 4 1	0 2 9	4 5 2	13 15 9	..	0 2 1
Total for all groups .	23 10 0	12 3 11	1 14 8	1 11 9	1 9 3	0 5 6	5 11 2	23 8 3	0 1 9	..
Gorakhpur.										
I	43 11 6	17 4 1	2 14 5	1 11 9	0 14 7	0 11 11	18 7 11	42 0 8	1 10 10	..
II	35 14 5	14 6 6	2 2 9	1 6 5	1 1 8	0 9 4	15 13 7	35 8 3	0 6 2	..
III	21 13 9	10 9 11	1 12 8	1 1 4	0 10 6	0 6 1	7 3 4	21 11 10	0 1 11	..
IV	13 0 1	5 9 10	0 14 5	0 8 11	0 8 0	0 3 4	5 3 11	13 0 5	..	0 0 4
Total for all groups .	24 3 2	10 12 4	1 12 1	1 1 3	0 11 8	0 6 7	9 3 6	23 15 5	0 3 9	

2. *Information regarding Factories in the United Provinces which are not governed by the Indian Factories Act.*

Complete information about the whole province could not be collected for want of sufficient staff and time. The Chief Inspector of Factories was not able to give any help and the information could be collected by the Divisional Superintendent of Industries for Meerut, Cawnpore, Aligarh, Bareilly, Moradabad, Shahjahanpur, Bijnor, Agra, and Pilibhit only. Information has been collected for factories using power and employing more than ten and less than twenty persons on any one day in the year and for factories not using power and employing more than thirty persons on any one day in the year.

Factories using power and employing more than ten persons and less than twenty.—Table I below gives the number of factories in the important industries, average number of persons employed on any one day in the year, working hours, monthly earnings of the employees, and the minimum age of children in each industry.

It has been found that the conditions of workers in the small factories are satisfactory. A majority of the workers are merely coolies. The working hours in some cases exceed ten, but very few factories work all the year round at this rate. The working hours are more than ten in seasonal factories only. The number of children employed is small, and they do only light work. No cases of adverse effect on their health have been reported. The minimum age of children actually employed for work is rarely below 12. In some factories children below 12 have been found as apprentices only.

Factories not using power and employing more than 30 persons on any one day.—Table II gives the number of factories in the important industries, the number of persons employed, the monthly earnings of the employees, and the hours of work and the minimum age of children employed.

It has been found that in these factories the number of persons employed varies with the demand in the season. Labour is generally employed on piece wages, and the workers are bound by the advances that they receive from the employers. The hours of work are not fixed, but in the season the hours exceed ten at many places. Children are generally apprentices, but in brick-kilns they do light coolies' work also. The minimum ages vary from 8 to 14 in the kilns. No adverse effect upon the health of children has been reported except in carpet factories. The employees work in well-ventilated houses, or in open fields, *e.g.*, in kilns, but the hard work of the lathe driver and moulder working near the furnace in the brassware industry is apt to tell upon their health in the long run. In the carpet factories the children of 8 years are regular employees. They have to begin early in order to acquire deftness of touch, but sedentary life, indoor work, and long hours in a stooping posture are likely to affect the health of the growing boy adversely. All the same, most of the workers work under conditions familiar to them in their homes and take frequent holidays. They are paid for on piece-work system, and are able, therefore, to work when they like and under conditions which impose little undesirable constraint on their choice of time of work.

TABLE I.—Information regarding factories using power and employing more than 10 and less than 20 persons on any day in the year.

Places for which information is available.	Number of factories.	Total number of persons employed on any one day in the year.	Men.	Women.	Children.	Average number of persons per factory.	Working hours.	Minimum age of children.	Earnings.		
									Men.	Women.	Children.
									Rs.	Rs.	Rs.
1. Dal Splitting											
Cawnpore	25	318	251	61	6	13	10	13	12 to 15	8 to 10	8 to 10
2. Printing Presses.											
Cawnpore and Aligarh	8	177	154	..	23	22	9 and 7½	8	8 to 45	..	3 to 10
3. Lime and Suskhi.											
Cawnpore and Aligarh	12	221	203	16	2	18·4	10 and 9	12	12 to 50	8	5
4. Sugar Refineries.											
Pilibhit, Bareilly and Shahjahanpur.	11	355	355	..	..	33	10		8 to 40	..	..
5. Shoe Factories.											
Agra	3	117	85	5	27	39	10	12	10 to 60	3 to 6	3 to 6
6. Polishing Factories.											
Aligarh	6	97	80	..	17	16	8	10	15 to 30	..	2 to 5
7. Miscellaneous.—[Ice factories (3), Iron foundries (2), Hide pressing (1), Timber sawing (1), Tobacco and lime grinding (2), Gold thread making (2), Locks, safes, etc., (1), Oil and flour (2), Oil mill (1), Lime, flour and gin (1), Cotton Ginning (1)]											
All the cities	17	300	206	48	46	17	7 to 12	..	13 to 125	8 to 15	6 to 12

TABLE II.—Information regarding factories NOT using power and employing more than 30 persons on any one day in the year.

Places for which information is available.	Number of factories.	Total number of persons employed on any one day in the year.	Men.	Women.	Children.	Average number of persons per factory.	Working hours.	Minimum age of children.	Earnings.		
									Men.	Women.	Children.
									Rs.	Rs.	Rs.
1. *Brassware factories.*											
Moradabad and Benares	54	2,130	1,704	16	410	40	9-11	12	..	..	..
2. *Brick kilns.*											
Cawnpore, Meerut, Aligarh, Bareilly, Shahjahanpur, Pilibhit, Moradabad.	98	12,251	7,990	2,569	1,692	125	11	12	9 to 25	8 to 12	3 to 8
3. *Hide godowns.*											
Cawnpore	14	1,147	1,037	68	42	82	9-11	12	10 to 25	8 to 15	6 to 8
4. *Shoe factories and leather works.*											
Agra and Cawnpore	13	564	492	..	72	43	..	12	8 to 45	..	4 to 7
5. *Furniture factories.*											
Bareilly and Cawnpore	11	400	400	..	..	36	10-11	..	15 to 30		..
6. *Khandsals (sugar manufacture on Country lines).*											
Bareilly, Shahjahanpur, Pilibhit	20	709	709	..	..	35	10-12	..	8 to 40	..	..
7. *Lock, iron and hardware factories.*											
Aligarh and Cawnpore	8	303	283	..	20	38	..	14	20 to 45	..	6 to 10
8. *Textiles.*											
Agra	6	1,604	578	79	947	267	10½	8	25 to 35	9 to 10	12 to 15
9. *Miscellaneous.*—(Silver wire and tinsel, Printing presses, Motor repairing firms, tobacco factories, bristle sorting firms, oil and wood working, and lac factory.)											
Benares	22	1,086	904	87	95	50	8½	12	..	..	..

V.—GOVERNMENT OF THE PUNJAB.

Letter from Mr. J. W. Hearn, I. C. S., Revenue Secretary to Government, Punjab, to the Joint Secretary to the Royal Commission on Labour, No. 31833-Revenue, dated the 31st October 1930.

With reference to your letter No. L. C. 5 (1), dated the 7th April 1930, I am directed by the Governor in Council to forward for the information of the Royal Commission on Labour copies of the correspondence noted in the margin with the forms* duly filled in giving the information about several families in the various industries of this Province with monthly income not exceeding Rs. 50 per mensem.

1. Letter No. G.-120, dated the 10th October 1930, from the Director of Industries, Punjob.

*2. Letter No. 228, dated the 5th August 1930, from the Superintendent, Central Workshops, Amritsar.

2. I am also to forward a note* showing the result of an investigation conducted by the Board of Economic Enquiry in this Province on the subject and to say that the Board has not had time to examine its investigator's report.

3. I am to add that the information about the additional staff required by the Local Government for the inspection of the different classes of factories enumerated in para. 5 of the letter under reference is still awaited from the Director of Industries, Punjab, and will be forwarded as soon as possible.

Enclosures.

Letter from the Director of Industries, Punjab, to the Revenue Secretary to Government, Punjab, No. G.-120, dated the 10th October, 1930.

I have the honour to forward herewith 186 forms* of questionnaire duly filled in by the Industrial Surveyors together with notes† consolidating the information gathered by them and summarising the conclusions derived therefrom.

2. With regard to paragraph 4 of letter No. L. C.-5 (1), dated the 7th April 1930, from the Joint Secretary, Royal Commission on Labour, regarding the manner in which the enquiry was conducted, etc., I would refer to Punjab Government letter* No. 1539-S.-Revenue, dated the 16th June 1930, in which approval was given with regard to the places selected for purposes of the enquiry. The industries in respect of which investigations have been carried out by the Industrial Surveyors concerned are given below together with the number of cases examined in each indnstry.

Serial No.	Nature of industry investigated and centre of its location.	Number of forms utilised or the number of cases examined.
1	Hosiery Industry, Ludhiana	13
2	Weaving Industry, Ludhiana	13
3	Metal Industry, Sialkot	18
4	Coal Mining, Dandot	18
5	Sports Gear Making, Sialkot	18
6	Attock Oil Company, Khaur	18
7	Oil Mining Industry, Lyallpur	16
8	Aluminium Ware Making, Gujranwala	16
9	Flour Milling, Lyallpur	14
10	Printing Presses, Lahore	10
11	Carpet Weaving, Amritsar	16
12	New Egerton Woollen Mills Co., Dhariwal	16

3. No enquiry of this nature has, to my knowledge, been conducted in this province by any University professor, economist or social worker, nor has the report of the investigator specially appointed for the purpose by the Board of Economic Enquiry been received by me yet. It has not therefore been possible

* Not printed.
† Appendix A.

for me to compare the information collected by the Industrial Surveyors with any information collected by any other official or non-official agency, but I consider that the information furnished by the Industrial Surveyors as embodied in the forms of questionnaire and summarised in the notes* forwarded herewth, can be taken to be fairly representative and reliable for the purposes of the Royal Commission on Labour. It is based on facts elicited from the workers engaged in the industries taken up for investigation. In the case of workers employed by the New Egerton Woollen Mills, Dhariwal, however, the figures of income from the Mills furnished by the management of the Mills have been adopted in place of those given by the workers to the Industrial Surveyor, but the additional income from extraneous sources is what the workers have stated it to be.

4. It might be noted in this connection that it has been reported by some of the investigating officers that they were to a certain extent handicapped in the conduct of this enquiry by the suspicion with which the workers looked upon the inquisitorial questionnaire. Moreover, the workers are almost universally illiterate and keep no account of their income, expenditure and indebtedness, etc., and accordingly the figures given by them, particularly those of expenditure, should be taken to be approximate only.

5. In the matter of "Drink and Drugs" the expenditure has been reported to be nil, except in a small number of cases. The statements of workers in this connection should, I think, be accepted with caution as it is well known that industrial workers, particularly those away from their homes, are generally addicted to drinking. Possibly the suppression of facts in this regard has been actuated by the not unnatural considerations of posing themselves as pious and poor persons.

6. With reference to paragraph 5 of the letter of the Joint Secretary, Royal Commission on Labour, referred to above, I attach herewith the undermentioned three statements† concerning industries which are being carried on in unregulated establishments :—

I. Statement showing the number of factories and workshops using power and employing 10 or more persons on any one day in the year, the nature of industries carried on in them and the number of men, women and children employed therein.

II. Statement showing the number of factories and workshops not using power and employing 50 persons or more on any one day during the year, the nature of industries carried on in them and the number of men, women and children employed therein.

III. Statement showing the number of smaller factories and workshops engaged in any particular industry which in aggregate employs a considerable number of hands, the nature of industries carried on in each and the number of men, women and children employed therein;

together with a note‡ on the conditions under which workers are employed, their earnings, hours of work, the minimum ages of children in employment, the effect which employment has on their health and the risks to which workmen are exposed owing to lack of proper precautions for the fencing of machinery. * * * * *

7. I regret that it has not been possible to submit the reply earlier as the reports furnished by the Industrial Surveyors were in some cases incomplete and had to be returned for completion and correction. Even it be found that in some cases some minor details have been left out, the omissions do not, it appears to me, affect the completeness of the information required and I hope that the notes, etc., submitted herewith will meet the requirements of Government.

APPENDIX A.

Notes summarising the information collected in respect of the standard of living of workers employed in certain industries in the Punjab.

The Hosiery Industry of Ludhiana.

I.—Province and district of origin and cause of migration of workers.—Thirteen workers engaged in the hosiery factories in Ludhiana and employed in the various

* Appendix A.
† Appendix B.
‡ Appendix C.

processes of the manufacture of knitted goods such as knittings, tailoring and ironing, were examined by the Industrial Surveyor, Ludhiana. Of this number 12 belong to the district of their employment and only one to the neighbouring district of Hoshiarpur. The cause of immigration of the last mentioned is stated to be the search for employment.

II. Size and composition of families.—The average number of persons per family in this class of workers is 4·308 of whom 1·077 are wage earners. The composition of the families is shown in the table given below :—

Wage earners	14
Dependents residing with wage earners	42
Dependents residing elsewhere	..
Total	56

The absence of dependants living elsewhere is due to the fact that the workers belong to the district of their employment.

III.—Extent of literacy.—Only one worker is reported to have studied upto the 5th standard and one to know Hindi. The remainder are stated to be illiterate. The average expenditure per family on the education of children is Re. 0-2-8.

IV.—Regularity of employment.—In most cases employment is not regular. In five cases employment is continuous. In other cases it averages about 22 days in a month or is confined to the busy season from August to February. During the slack season the work is carried on the piece wage system. The prevailing slump in the industry is also responsible for the breaks in employment.

V.—Normal monthly family income.—The investigating officer has taken an average of the earnings of the preceding six months, where possible, in arriving at the normal income of the family. The average monthly income of the 13 families is Rs. 29-6-2.

VI.—Normal monthly expenditure.—The average monthly expenditure of the families examined amounts to Rs. 29-7-8 and is distributed on the various items of expenditure in the following manner :—

	Rs.	a.	p.
1. Food	16	9	8
2. Clothing	2	7	5
3. Rent	1	0	0
4. Fuel and lighting	2	2	9
5. House-hold requisites	0	7	4
6. Remittances to dependents		..	
7. Travelling to and from place of employment	0	0	4
8. Medicine and medical fees	0	15	8
9. Drink and drugs	0	2	6
10. Tobacco and *pan-supari*	0	11	10
11. Religious observances, feasts and festivals	0	13	9
12. Payments to Provident Fund, Trade Union or Co-operative Society	0	6	9
13. Amusements and recreation	0	2	6
14. Education	0	2	8
15. Interest on debt	1	2	11
16. Other expenses	2	1	7
Total	29	7	8

The excess of average expenditure over average income is thus Re. 0-1-6.

VII. Indebtedness.—Eleven workers out of the 13 examined were found to be in debt. The total amount of indebtedness amount to Rs. 1,888 and is due to expenditure on the items detailed below :—

	Amount.	Percentage of total.
	Rs.	
Marriages	900	47·7
Sickness	378	20·0
Unemployment	160	8·5
Purchase of wheat	50	2·7
Purchase of house	150	7·9
Loss in business	200	10·6
General expenses	50	2·6
Total	1,888	100·0

Of the total amount of indebtedness 39·1 per cent., *viz.*, that incurred on account of sickness, unemployment, and loss in business is due to factors which are beyond the control of the workers. A large proportion, *viz.*, 50.3 per cent. on account of marriages and excess of expenditure over income may be regarded as extravagance.

In 7 out of 11 cases loans have been taken on rates of interest varying between 12 to 18¾ per cent. per annum, in one case the rate is 6 per cent. and in the remaining 3 no interest is being charged as the debts have been taken from relatives, etc., 9 loans have been advanced on personal security, one on the security of a house and one on that of ornaments. All loans are repayable at the convenience of the borrowers with the exception of the one taken from a local Co-operative Credit Society.

VIII.—Housing.—Eight of the dwellings are stated to be *pucca* and 5 *kutcha* mud houses. Seven workers own their own houses, one lives with a relative and five are rented on a monthly rental of Re. 1-8-0 to Rs. 3. All houses are situated within a radius of ½ mile of the places of work. Water supply is obtained in 6 cases from wells, in 5 cases from municipal pipes and in 2 cases from hand-pumps installed in the houses. The general sanitary condition is reported to be satisfactory in 7 cases and insanitary in the remaining 6.

The weaving industry of Ludhiana.

I.—Province and district of origin and cause of migration of workers.—Thirteen weavers employed in the leading weaving factories of Ludhiana were examined by the Industrial Surveyor, Ludhiana. Of this number 4 belong to Ludhiana proper, one each to Hoshiarpur and Jullundur districts and two to Ambala district in the Punjab, and 5 are immigrants from Bijnor, Gorakhpur and Nagina in the United Provinces. The cause of migration in each case is stated to be the desire for employment.

II.—Size and composition of families.—The average number of persons per famiiy in this class of workers is 4·486 of whom 1·307 are wage earners. The following table shows the composition of the 13 families :—

Wage earners	17
Dependents residing with wage earners	26
Dependents residing elsewhere	20
Total	63

The excessive number of dependants residing elsewhere is due to the high percentage of immigrants amongst the persons engaged in this industry.

III.—Extent of Literacy.—Five of the workers are reported to be illiterate. Only one has read up to the matriculation standard and the remaining 7 have studied up to the primary standard or a standard or two in the high classes. The average expenditure per family on the education of children is Re. 0-0-10.

IV. Regularity of employment of wage earners.—The workers find employment on an average for 20 to 25 days in a month. On account of the general depression in the trade, the workers do not get regular employment.

V.—Normal monthly family income.—In computing the normal monthly income of families, the investigating officer has taken an average of the earnings of the preceding six months where possible. The average monthly income of the 13 families is Rs. 21-5-0.

VI.—Normal monthly expenditure.—The total monthly expenditure per family comes to Rs. 21-10-11 and is expended as under :—

	Rs.	a.	p.
1. Food	9	13	1
2. Clothing	1	10	6
3. Rent	1	14	2
4. Fuel and lighting	1	12	9
5. Household requisites	0	2	5
6. Remittances to dependents	2	11	1
7. Travelling to and from place of employment	0	7	1
8. Medicine and medical fees	0	5	1
9. Drink and Drugs	*Nil.*		
10. Tobacco and *pan-supari*	1	13	11
11. Religious observances, feasts and festivals	0	4	8
12. Payment to Provident Fund, Trade Union or Co-operative Society	..		
13. Amusements and recreation	..		
14. Education	0	0	10
15. Interest on debt	1	1	1
16. Other expenses	0	10	3
Total	21	10	11

The excess of average expenditure over average income is Re. 0-5-11.

VII.—Indebtedness.—Nine out of the 13 workers have incurred a total debt of Rs. 1,462-12-0 on the following items.—

	Amount.	Percentage of total.
	Rs.	
Marriages	425	29·1
Funerals	16	.1·1
Litigation	175	11·9
Repairs of houses	210	14·4
Sickness	31	2·1
Unemployment	280-12-0	19·2
Loss in business	325	22·2
Total	1,462-12-0	100·0

It will be observed from the above that 42·1 per cent. of the debt, *viz.*, that incurred in connection with marriages, funerals and litigation, is due to extravagance and 43·5 per cent. is due to causes over which the workers have no control. In the cases of five workers loans have been taken on high rates of interest varying from 24 to 37 per cent. per annum. In one out of these 5 cases the loan was advanced on the security of a residential house and for a fixed period of 6 months; in other cases no security was taken and no time limit for repayment was fixed. In the remaining four cases loans were taken from friends and relatives free of any interest charges or other conditions. All loans, with the exception of the one which is for a fixed period, are repayable at the convenience of the borrower.

VIII.—Housing.—Of the 13 workers examined 9 dwell in *pucca* houses, 3 in *kutcha* mud houses and one in the factory in which he works. All workers live within a radius of ½ mile from the places of their work. The dwellings invariably consist of 1 room with or without an open space according to the amount of rent paid. The most common sizes of rooms are $18' \times 12'$ and $12' \times 10'$. In two cases rooms measuring $12' \times 9' \times 9'$ and $12' \times 12' \times 10'$ are shared by the workers with 2 outsiders each. As regards water supply only 2 houses are fitted with taps. Seven workers get their supply from the municipal taps and 3 from wells. Only 4 houses are reported to be fairly sanitary, the sanitation of the remaining 8 being very unsatisfactory.

Metal Industry at Sialkot.

I.—Province and district of origin of workers and cause of migration.—Eighteen workers employed in the manufacture of surgical instruments, steel trunks and masons' implements were examined by the Industrial Surveyor, Sialkot. Of this number 15 belong to the district of their employment, one has immigrated from Jammu State and 2 from Shahjahanpur and Bareilly in the United Provinces. The cause of migration in each case is stated to be the need for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 5·222 of whom 1·333 are wage earners. The composition of the families is shown below :—

Wage earners	24
Dependents living with wage earners	70
Dependents residing elsewhere	..
Total	94

III.—Extent of literacy.—Twelve of the workers are stated to be illiterate, 4 to have read upto the primary standard and two up to the middle standard.

IV.—Regularity of employment of wage earners.—All workers are stated to get regular employment for 25—26 days in the month.

V.—Normal monthly income.—The average normal monthly income of the 18 families examined is Rs. 36-6-3.

VI.—Normal monthly expenditure.—The average normal monthly expenditure per family is Rs. 30-4-2 and is made up of the following items :—

	Rs.	a.	p.
1. Food	16	7	1
2. Clothing	4	0	0
3. Rent	0	13	4
4. Fuel and lighting	3	2	3
5. Household requisite	0	7	3
6. Remittances to dependents living in the village	..		
7. Travelling to and from place of employment	..		
8. Medicine and medical fees	0	9	7
9. Drink and drugs	..		
10. Tobacco and *pan-supari*	0	14	2
11. Religious observances, feasts and festivals	0	4	5
12. Payment to Provident Fund, Trade Union or Co-operative Society	0	4	5
13. Amusements and recreation	0	3	4
14. Education	0	6	3
15. Interest on debt	2	12	1
Total	30	4	2

It will be observed from the above that the average normal expenditure is Rs. 6-2-1 less than the average normal income. The very low figure under head "rent" is due to the fact that 12 out of the 18 workers examined own their own houses. The expenditure under the heads "remittances to dependents living in the village," "travelling to and from place of employment" and "Drink and Drugs" is nil and this fact is to a large extent responsible for the low figure of average normal expenditure.

VII.—Indebtedness.—Of the 18 workers examined 12 were found to be in debt and 6 free from it. The total debt incurred amounts to Rs. 4,975 and has been taken on the following accounts :—

	Total debt Rs.	Percentage of total.
1. Marriages	2,700	54·3
2. Repair of house	400	8·0
*3. Marriages and sickness	1,000	20·1
*4. Marriages and funerals	600	12·1
*5. Marriages, funerals and sickness	275	5·5
Total	4,975	100·0

With the exception of the small percentage of debt incurred on account of repairs to houses and some part of debt on account of sickness, the remaining indebtedness has been contracted owing to extravagant expenditure incurred on marriages and funerals.

Of the total amount of Rs. 4,975 debts of the value of Rs. 4,425 have been taken on various rates of interest shown below; the remainder, *i.e.*, Rs. 550 represents advances from the employers on which the workers do not pay any interest :—

Number of cases.	Rate of interest.
1	10 per cent.
5	18 „ „
4	24 „ „
1	27½ „ „
1	37½ „ „

The security in 4 cases consists of houses, in 3 of ornaments and in 5 it is personal. Repayments in all cases are made at the convenience of the borrowers.

VIII.—Housing.—Twelve workers own their own houses whereas the remaining 6 live in rented houses. Twelve of these are stated to be *pucca* built, 4 *pucca-kutcha* and 2 *kutcha* mud houses. The workers' dwellings are situated within a radius of 2 miles from the places of work with the exception of 3 cases in which the workers have to come from distances of 3, 5 and 7 miles.

* The workers were unable to quote exact figures of debt incurred on the various items mentioned against serial numbers 3, 4, and 5. The investigating officer has, therefore, recorded the statements of workers as made before him.

All houses comprise 2·5 rooms on an average with verandahs whose dimensions vary from 10′ × 4′ to 12′ × 16′. The water supply in 12 cases is obtained from municipal pipes, in 5 cases from wells and in one case from hand pump. The general condition of sanitation in 7 houses is stated to be satisfactory whereas in the remaining 11 cases it is stated to be unsatisfactory.

Coal mining industry at Dandot.

I—Province and district of origin of workers and cause of migration.—Eighteen workers employed in the Dandot coal mines were examined by the Industrial Surveyor, Sialkot. All workers examined were found to belong to the district of their employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 6·111 of whom 1·055 are wage earners. The number of dependants living with the wage earners and elsewhere is given below :—

Wage earners	19
Dependents living with wage earners	87
Dependents living elsewhere	4
Total	110

III.—Extent of literacy.—Only 2 workers out of the 18 examined have received education up to the primary standard. The remaining 16 were found to be illiterate.

IV.—Regularity of employment of wage earners.—All workers examined find employment for 8 to 9 months in the year.

V.—Normal monthly family income.—The average normal family income of the 18 families was found to be Rs. 19-9-9.

VI.—Normal monthly expenditure.—The average normal monthly expenditure works out at Rs. 20-4-4 or Rs. 0-10-7, more than the average normal monthly income. The details of normal expenditure are given below :—

	Rs.	a.	p.
1. Food	14	9	9
2. Clothing	2	6	3
3. Rent	0	0	9
4. Fuel and lighting	0	13	4
5. Household requisites	0	4	3
6. Remittances to dependents	0	7	1
7. Travelling to and from place of employment	..		
8. Medicine and medical fees	0	5	5
9. Drink and drugs	0	0	11
10. Tobacco and *pan-supari*.	0	12	3
11. Religious observances, feasts and festivals	..		
12. Payments to Provident Fund, Trade Union or Co-operative Society	..		
13. Amusements and recreation	..		
14. Education	..		
15. Interest on debt	0	8	4
Total	20	4	4

The expenditure under head "fuel and lighting" is mostly for lighting only as fuel is gathered free from near about the mines and neighbouring forests. The very low figure under "Rent" is due to the fact that with the exception of one worker all own the houses occupied by them. No expenditure is incurred on education.

VII.—Indebtedness.—Fourteen out of the 18 workers examined were found to be in debt. The total indebtedness amounts to Rs. 4,070. Of this Rs. 1,330 have been taken as advances from the contractors or the employers and on this amount no interest is paid. In 9 cases loans have been taken at 24 per cent. per annum and 4 at 30¼ per cent. per annum; and in one case the total amount

of loan is an advance from the contractor and no interest paid on it. The purposes for which loans have been taken are detailed below :—

	Amount.	Proportion of total.
	Rs.	
Marriages	200	4·9
Funerals	20	·5
Unemployment	2,830	69·5
Sickness and unemployment	120	3·0
Litigation	400	9·8
Building of houses	500	12·3
Total	4,070	100·0

Only in one case has a house been offered as security against the loan. All other loans have been advanced against personal security. Repayment is left to the convenience of the borrower.

VIII.—Housing.—It has been pointed out above that with the exception of one labourer all others own their own houses. Three of the houses are *kutcha* built. In the construction of the remainder mud, stone and wood have been used. All houses are situated within a radius of 3 miles from the places of work. Eight houses comprise one room and one verandah, the latter measuring between 8′ × 10′ and 12′ × 14′. The other houses on an average contain 2 rooms with verandahs measuring between 8′ × 10′ and 14′ × 16′. Water supply is invariably obtained from springs. General sanitation in dwellings is stated to be poor in 17 out of the 18 houses.

Sports gear making industry at Sialkot.

I.—District of origin of workers and cause of migration.—Eighteen workers employed in the manufacture of various articles of sports gear such as hockey sticks, cricket bats, foot-ball covers, tennis racket and gut, cricket balls, leg guards, etc., in Sialkot were examined by the Industrial Surveyor, Sialkot. Of this number only one was an immigrant from Jammu who came to Sialkot in search of employment. All others belonged to the district of employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 5·833, of whom 1·444 are wage earners. The number of dependents living with wage earners and elsewhere is shown below :—

Wage earners	26
Dependents residing with wage earners	75
Dependents living elsewhere	4
Total	105

III.—Extent of literacy.—Of the 18 workers examined 12 were found to be illiterate, 2 had studied up to the matriculation standard, 3 up to the primary standard and one could read the Holy *Quran* in Arabic.

IV.—Regularity of employment.—This is continuous in all cases and the workers regularly find employment for 24 to 25 days in the month.

V.—Normal monthly earnings.—The average normal monthly earnings of the families examined is Rs. 41.

VI.—Normal monthly expenditure.—The average normal monthly expenditure is Rs. 36-2-0 or Rs. 4-14-0 less than average normal income. The various items of expenditure and the amount spent on each is detailed below :—

	Rs.	a.	p.
1. Food	18	3	7
2. Clothing	6	0	0
3. Rent	1	8	0
4. Fuel and lighting	3	5	4
5. Household requisites	0	8	0
6. Remittance to dependents	0	8	11
7. Travelling to and from place of employment	0	1	9
8. Medicine and medical fees	0	12	5
9. Drink and drugs	..		
10. Tobacco and *pan-supari*	0	9	8
11. Religious observances, feasts and festivals	1	1	9

12. Payment to Provident Fund, Trade Union or Co-operative Society	0	1	9
13. Amusements and recreation	0	2	8
14. Education	0	1	1
15. Interest on debt	3	1	1
Total	36	2	0

The low figure under head "rent" is due to the fact that 10 workers live in the houses owned by them and one in the quarters provided by the employer. There is practically no expenditure on education and none whatever on drinks.

VII.—Indebtedness.—Only 5 out of the 18 workers were found to be free from debt. The remaining 13 workers had incurred a total debt of Rs. 5,610 on the following accounts :—

	Amount.	Proportion of total.
	Rs.	
1. Marriages	3,122	55·7
2. Sickness	455	8·1
3. Loss in business	1,933	34·4
4. Building of houses	100	1·8
Total	5,610	100·0

It will be observed that as much as 55·7 per cent. of the debt is due to expenditure on marriages. The item "loss in business" is explained by the fact that the worker before taking up employment as a paid servant worked independently with his own capital, and sustained losses through the failure of his enterprise.

The rates of interest paid on various loans are indicated below :—

In 3 cases the rate of interest is 12 per cent. per annum.

In 3 cases the rate of interest is 18 per cent. and 18¾ per cent. per annum.

In 2 cases the rate of interest is 24 per cent. per annum.

In 1 case the rate of interest is 27 per cent. per annum.

In 1 case the rate of interest is 37½ per cent. per annum.

In 3 cases the loans have been taken from relatives or from employers as advances free from interest charges. The total amount of such loans is Rs. 467.

In 3 cases loans have been taken against the security of ornaments in 2 cases against houses, in one case from the Co-operative Credit Society and in 7 cases on personal security. All loans are repayable at the convenience of the borrower.

VIII.—Housing.—Thirteen houses are reported to be *pucca*, 3 *kutcha* and 2 *kutcha-pucca*. Ten labourers own their own houses and quarters are provided for one worker only by the employer. The remaining seven live in rented houses and pay a monthly rental of Rs. 2 to Rs. 7-8-0.

Sixteen of the houses are situated within a radius of 1½ miles from the places of work while the other 2 are situated at a distance of 3 to 4 miles.

The average number of rooms per house is 3, with verandah measuring on an average 10′ × 12′. The water supply in 4 cases is obtained from wells, in 13 cases from municipal pipes and in 1 case from the public hand pump. General sanitation in 11 cases is stated to be satisfactory and in the remaining 7 cases unsatisfactory.

Attock Oil Company Khaur.

I.—District of origin of workers and cause of migration.—Eighteen workers employed in the Attock Oil Company at Khaur in the Jhelum district were examined by the Industrial Surveyor, Sialkot. Of this number 14 were found to belong to the district of employment and the remaining 4 were immigrants from the Amritsar district. The cause of migration in each case has been stated to be the need for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 4·444 of whom 1·222 are wage earners. The number of dependents residing with the wage earners and living elsewhere is shown below :—

Wage earners	22
Dependents residing with wage earners	36
Dependents residing elsewhere	22
Total	80

III.—Extent of literacy.—Only 3 workers are stated to have read up to the lower primary standard. The remaining 15 are illiterate. The expenditure on education among all employees is nil.

IV.—Regularity of employment of wage earners.—Employment in this industry is continuous. All workers find regular employment for 25-26 days in a month.

V.—Normal monthly income.—The average normal monthly income of the 18 families examined is Rs. 26-12-8.

VI.—Normal monthly expenditure.—The average normal monthly expenditure is Rs. 24-2-6 or Rs. 2-10-3, less than normal monthly income. The details of expenditure are shown below :—

	Rs.	a.	p.
1. Food	11	14	5
2. Clothing	2	7	7
3. Rent	0	8	11
4. Fuel and lighting	1	14	2
5. Household requisites	0	6	11
6. Remittances to dependents	4	8	0
7. Travelling to and from place of employment	..		
8. Medicine and medical fees	..		
9. Drink and drugs	0	1	9
10. Tobacco and *pan-supari*	0	8	3
11. Religious observances, feasts and festivals	0	2	8
12. Payment to Provident Fund, Trade Union or Co-operative Society	..		
13. Amusements and recreation	0	1	3
14. Education	..		
15. Interest on debt	1	8	7
Total	24	2	6

The low figure under head "rent" is due to the fact that 11 workers own the houses occupied by them and 4 are provided with quarters by the employers. The employers provide free medical aid to all employees. It is only in one case that an expenditure of Rs. 2 per mensem was incurred in connection with "drink and drugs."

VII.—Indebtedness.—Only one worker out of the 18 examined was found to be free from debt. The remaining 17 had incurred a total debt of Rs. 11,235. The various items of expenditure on account of which the debts had been incurred are shown below :—

	Amount.	Proportion of total.
	Rs.	
Marriages	7,915	70·5
Funerals	1,510	13·4
Building of houses	360	3·2
Loss in business	1,200	10·7
Purchase of cattle	250	2·2
Total	11,235	100·0

It will be observed that 83·9 per cent. of the loans have been incurred on account of unproductive purposes such as funerals and marriages and are due to extravagance. The varying rates of interest on which the loans have taken are shown below :—

Number of cases.	Rate of interest.
1	6 per cent. per annum.
1	13½ „
1	18½ „
2	24 „
11	37½ „

1 against agricultural land with possession.

The security in 11 cases is personal, in 4 cases houses and in two cases land one of which is given with possession as stated above. All loans are repayable at the convenience of the borrowers. It is only in 2 cases that repayment at the rate of Rs. 6 and Rs. 4 per mensem are being made.

VIII.—Housing.—All houses are *kutcha* built of mud and wood. As already stated 11 houses are owned by the workers themselves and 4 of the workers live in the quarters provided by the Company. The landlord in the remaining 3 cases is private. Generally the houses are situated within a radius of 2 miles from the places of work. In two cases the distance is 4-5 miles.

Ten houses comprise one room and one verandah each, the latter measuring 6′×10′ to 16′×18′. Others on an average comprise 2-3 rooms with verandahs measuring 10′×12′ to 12′×18′.

Water supply in 10 houses is obtained from tanks or ponds and in the remaining 8 cases from the company's taps. General sanitation is stated to be satisfactory only in 6 out of 18 houses examined.

Oil Milling Industry, Lyallpur.

I.—Province and district of origin of workers and cause of migration.—Sixteen workers employed in the Oil Milling Industry at Lyallpur were examined by the Industrial Surveyor, Lahore. Of them only 3 belonged to the district of employment; 10 were immigrants from the various districts of the province and one from Poonch State. The remaining 2 workers were supplied to the employers by the Settlement Officer, Criminal Tribes Depôt. The cause of migration in each case is stated to be the search for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 3·562 of whom 1·062 are wage earners. The number of dependents living with the wage earners and elsewhere is shown below :—

Wage earners	17
Dependents residing with wage earners	3
Dependents residing elsewhere	37
Total	57

III.—Extent of literacy.—All workers are stated to be illiterate. The expenditure under head "Education" is nil in all families.

IV.—Regularity of employment.—The industry affords continuous employment. In some cases, however, the workers are stated to take to cotton ginning industry during winter months which offers slightly higher wages. Oil milling industry does not work at full pressure during the winter months, and that drives some of the labour to other industries.

V. Normal monthly income.—The average normal monthly income of the 16 workers is Rs. 19-8-0.

VI.—Normal monthly expenditure.—The average normal monthly expenditure per family is Rs. 20-9-0 or Re. 1-1-0, more than normal monthly income. The various items of expenditure are detailed below :—

	Rs.	a.	p.
1. Food	10	1	3
2. Clothing	0	15	2
3. Rent	0	8	10
4. Fuel and lighting	0	10	6
5. Household requisites	0	1	2
6. Remittances to dependents	4	3	6
7. Travelling to and from place of employment	0	5	5
8. Medicine and medical fees	..		
9. Drink and drugs	..		
10. Tobacco and *pan-supari.*	1	10	0
11. Religious observances, feasts and festivals	0	1	7
12. Payments to Provident Fund, Trade Union or Co-operative Society	..		
13. Amusements and recreation	0	4	0
14. Education	..		
15. Interest on debt	1	11	7
Total	20	9	0

The low expenditure under head "Rent" is due to the fact that 7 workers (of whom 2 are provided with quarters by the employers 2 live in Criminal Settlement area and 3 live in hostels) have to pay no rent. In the cases of the last mentioned a lump sum is paid for board and lodging and no separate amount for rent is mentioned. So far as clothing is concerned the settlement labour obtain it from the Settlement Officer. No expenditure under "clothing" is shown in 5 of the forms as the requisite supply is received by the workers from their families in their native place and no share of their income is thus spent upon this item. The expenditure under the head "House-hold requisites" is also low on account of the fact that the workers living in hostels have to incur no expenditure. In the case of the labour supplied by the Settlement Officer, Criminal Tribes Depot, the wages are paid to this officer who makes an allowance to the workers for food, clothing, fuel and lighting and medicine, etc. A part of the earnings of these labourers is remitted to their dependents at their houses. The labourers live in the settlement area. Medicine and medical aid is in all cases supplied free by the municipal dispensary. There is no expenditure under the head "Drink and drugs."

VII.—Indebtedness.—Eight workers out of the 16 had incurred a total debt of Rs. 918 on the following accounts :—

	Amount. Rs.	Proportion of total.
Marriages	650	70·8
Funerals	18	2·0
Sickness	20	2·2
Unemployment	80	8·7
Purchase of buffaloes	150	16·3
Total	918	100·0

It will be observed from the above statement that 72·8 per cent. of the debt is due to extravagance in connection with marriages and funerals, and that only 10·9 per cent. of the indebtedness is due to causes beyond the control of the workers. The debt incurred on account of the purchase of a buffaloe may be considered as productive :—

The varying rates of interest at which the loans have been taken is indicated below :—

Number of cases.	Rate of interest.
2	24-25 per cent.
2	36-37½ per cent.
3	48 per cent.

One free from interest. This loan represents an advance taken by a settlement worker from the Settlement Officer. Repayment in this case is made by monthly deductions from his wages. The security is of course personal. Of the remaining 7 loans 5 have been secured against ornaments and 2 against personal security. Repayments in all cases are left to the convenience of the borrowers.

VIII.—Housing.—The settlement labour live in the settlement area and are allotted a room each. Water supply and sanitation are stated to be satisfactory.

As regards other workers 5 live in *pucca* houses, 2 in *kutcha-pucca* houses and 3 in open sheds provided by the employer or the hotel keeper with whom the workers take their food. All dwellings of workers are situated within a radius of ½ mile from the places of work. A preponderating majority of workers have left their families behind in their native places and live singly in the place of employment. To save money on account of rent single rooms are shared by 4 to 6 workers in the majority of cases. The sanitary conditions in 8 of the dwellings are stated to be fair, though overcrowding exists. The water supply is obtained from municipal or factory taps and is stated to be good.

Aluminium ware making Industry at Gujranwala.

I.—Province and district of origin of workers and cause of migration.—Sixteen workers employed in the various processes of the manufacture of aluminium wares in Gujaranwala were examined by the Industrial Surveyor, Lahore. Of this number no worker belongs to the district of employment. Fifteen of the workers are stated to have emigrated from Jammu State and one from Meerut in the United Provinces.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 3·500 of whom 1·000 are wage earners. The number of dependents living with the wage earners and elsewhere is shown below :—

Wage earners	16
Depandents residing with wage earners	1
Dependents residing elsewhere	39
Total	56

III.—Extent of literacy.—All workers examined were found to be illiterate, and no expenditure is incurred by them on education.

IV.—Regularity of employment.—This industry affords continuous employment. Only one worker is stated to attend to agricultural operations at harvest time.

V.—Normal monthly income.—The average normal monthly income of the 16 workers is Rs. 20.

VI.—Normal monthly expenditure.—The average normal monthly expenditure of the 16 workers amounts to Rs. 23-3-7 which is Rs. 3-3-7 more than the average normal monthly income. The details of expenditure are shown below :—

	Rs.	a.	p.
1. Food	8	3	0
2. Clothing	0	13	3
3. Rent	0	4	0
4. Fuel and lighting	0	13	6
5. Household requisites	0	1	0
6. Remittances to dependents	8	12	0
7. Travelling to and from place of employment	0	12	9
8. Medicine and medical fees	..		
9. Drink and drugs	..		
10. Tobacco and *pan-supari*	0	15	6
11. Religious observances, feasts and festivals	0	0	6
12. Payments to provident fund, trade union or co-operative society	..		
13. Amusements and recreation	..		
14. Education	..		
15. Interest on debt	2	8	1
Total	23	3	7

The very low expenditure under head "Rent" is due to two factors : (1) that 5 of the workers are provided with quarters by the employers and 2 of them who live with relative have to pay no rent, and (2) that the remainder practically all share their rooms with outsiders and have to pay consequently very low rents. No expenditure is incurred on "Medicine and medical fees" as the workers get free medical aid from the local municipal dispensaries. The average expenditure under the head "Remittances to dependents living in villages" is very high on account of the fact that almost all the dependents of the wage earners live in their native districts.

VII.—Indebtedness.—Only 6 out of 16 workers were found free of debt. The remaining 10 had incurred a total debt of Rs. 2,360 on the following items :—

	Amount.	Percentage of total.
	Rs.	
Marriages	2,100	89·0
Sickness	40	1·7
Unemployment	220	9·3
Total .	2,360	100·0

From the above statement it is evident that about 90 per cent. of the debts are due to extravagance in connection with marriages.

The varying rates of interest paid on the 10 loans are shown below :—

Number of cases.	Rate of interest paid. Per cent.
1	12½
1	15
4	18—18¾
1	25
3	36—37½

The security consists of land in 2 cases. All other loans have been taken against personal security. Repayment in all cases is left to the convenience of the borrowers.

VII.—Housing.—Nine of the workers are reported to live in *pucca* houses, 3 in *kutcha-pucca* ones and 4 in open sheds provided by the employer or hotel keepers with whom the labourers take their food.

Nine workers live in rented houses, 2 with relatives and 5 in the quarters provided by the employers. All the workers' dwellings are situated within a radius of ¾ of a mile from the places of work.

It will be observed from the statement of dependents given under paragraph II above that with the exception of one worker who has his wife with him they have no family encumbrances in the town of their employment. It is on this account that the majority of them have rented single rooms and share them in some cases with as many as 6 outsiders to save expenditure on rents. Although the sanitary conditions in 15 out of 16 cases have been stated to be satisfactory, the dwellings are generally overcrowded.

The water supply in 8 cases is obtained from wells and in the remaining 8 cases from municipal pipes.

Flour Milling Industry, Lyallpur.

I.—Province and district of origin of workers and cause of migration.—Out of the 14 workers employed in the flour milling industry at Lyallpur examined by the Industrial Surveyor, Lahore, only one belonged to the district of employment; 9 had immigrated from various parts of the United Provinces, 2 from Jammu and one each from the Shahpur and Jullundur districts of this province. The cause of immigration in each case is stated to be the need for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 4·000, of whom 1·071 are wage earners. The number of dependents living with the wage earners and elsewhere is shown below :—

Wage earners	15
Dependants residing with wage earners	8
Dependants residing elsewhere	33
Total	56

The high percentage of dependents residing elsewhere is due to the fact that almost all workers are immigrants from distant places and have left some members of their families behind at their original homes.

III.—Extent of literacy.—All workers are stated to be illiterate.

IV.—Regularity of employment.—Employment in a great majority of cases is continuous. Two workers had been in the mills for 4 and 5 months at the time of the inquiry; one female worker works for 8 months in the flour milling industry and for the remaining 4 months in the cotton ginning industry.

V.—Normal monthly family income.—The average normal income per month of the 14 workers examined is Rs. 25-3-9.

VI.—Normal monthly expenditure of families.—The normal average monthly expenditure per family is Rs. 26-2-5 and is expended on the various items of expenditure in the following proportions :—

	Rs.	a.	p.
1. Food	10	14	7
2. Clothing	1	4	0
3. Rent	0	6	2
4. Fuel and lighting	0	10	7
5. Household requisites	0	4	5
6. Remittances to dependants	6	14	0
7. Travelling to and from place of employment	1	4	10
8. Medicine and medical fees		..	
9. Drink and drugs	0	0	7
10. Tobacco and *pan-supari*	1	8	10
11. Religious observances, feasts and festivals	0	11	10
12. Payment to provident fund, the trade union or co-operative society		..	
13. Amusements and recreation		..	
14. Education	0	0	7
15. Interest on debt	2	2	0
Total	26	2	5

The low figure for fuel and lighting is due to the fact that the employers provide fuel and lighting to 6 employees free of cost. Similarly the low figure on account of rent is due to the provision of free quarters by the employers to 7 of the employees. Medical aid is generally received free from the municipal hospital. On account of the low charges on these items the average income exceeds the average expenditure by Rs. 14-9-0.

VII.—Indebtedness.—Six out of the 14 workers examined were found free from debt. By the remaining 8 workers a total indebtedness of Rs. 1,545 was incurred on the following items :—

	Amount. Rs.	Proportion of total.
Marriages	740	47·9
Funerals	90	5·9
Unemployment	275	17·8
Litigation	300	19·4
Religious performances	40	2·5
Inherited	100	6·5
Total	1,545	100·0

In two cases loans have been taken against the security of land, in one against ornaments, and in one against a house. The remaining 5 loans have been taken on personal security. The actual rate of interest charged from the borrowers in each case is indicated below :—

Number of cases.	Rate of interest. Per annum.
2	12 per cent.
1	30 ,,
1	33½ ,,
2	37½ ,,
1	48 ,,
1	75 ,,
1	Agricultural land with possession.

The borrower pays the interest and original amount when convenient.

VIII.—Housing.—It has been pointed out above that 7 of the employees live in quarters provided by the employers. Only 4 houses occupied by the workers were *pucca* built.—Of the rest 2 are *kutcha* mud houses and 8 *kutcha-pucca.* All houses are situated within a radius of ½ mile from the places of work and comprise one room each with the exception of one which has two rooms. No verandah is attached to any house. Water supply in 13 cases is obtained from municipal or mill pipes, and in one case from a well. In 10 houses sanitation is stated to be fair to good whereas in the remaining 4 it is stated to be poor.

Printing Press Workers in Lahore.

I.—Province and district of origin of workers and cause of migration.—Ten workers engaged in the printing presses of Lahore and employed in the various departments of printing presses have been examined by the Industrial Surveyor, Lahore. Of them 4 belong to the district of their employment, 4 have immigrated from Hoshiarpur, Amritsar and Campbellpore in the Punjab and 2 from Jammu. The cause of immigration in each case has been stated to be desire for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 5.000 of whom 1·100 are wage earners. The number of dependents living with wage earners and elsewhere is shown below :—

Wage earners	11
Dependents living with wage earners	14
Dependents living elsewhere	25
Total	50

The large number of dependants living elsewhere is due to the fact that more than 50 per cent. of the workers have come from distant districts and have left their dependents behind, to whom regular remittances are made by the wage earners.

III.—Extent of literacy.—Out of the 10 workers examined 4 are illiterate, 4 have read upto the middle standard, and one upto the primary standard and one in Urdu.

IV.—Regularity of employment.—Employment in this industry is continuous, and all workers examined are employed throughout the year.

V.—Normal monthly family income.—The average monthly family income of the 10 workers examined is Rs. 33-9-7.

VI.—Normal monthly expenditure.—The average monthly expenditure per family is Rs. 39-11-6 or Rs. 6-1-11 in excess of average monthly income. The excess of expenditure over income is due to the high cost of living in Lahore. It will be observed from the statement of expenditure given below that the

amounts spent on food, rent and clothing is higher in Lahore than elsewhere, where similar enquiries have been conducted :—

Details of expenditure.	Average amount spent. Rs. a. p.
1 Food	15 7 2
2. Clothing	1 11 2
3. Rent	2 12 0
4. Fuel and lighting	2 0 7
5. Household requisites	0 2 10
6. Remittances to dependants	7 3 3
7. Travelling to and from place of employment	0 10 0
8. Medicine and medical fees	2 1 0
9. Drink and drugs	0 4 10
10. Tobacco and *pan-supari*	1 1 7
11. Religious observances, feasts and festivals	0 7 11
12. Payment to provident fund, trade union or co-operative society	..
13. Amusements and recreation	0 3 2
14. Education	0 9 7
15. Interest on debt	5 0 5
Total	39 11 6

VII.—Indebtedness.—It is but natural to expect that where the normal expenditure exceeds the normal income the labourer should be in debt. All workers examined were found in debt, and the total indebtedness amounts to Rs. 9,835. One worker owes Rs. 6,000 which liability he has inherited from his parent. The amount of debt has been incurred on the following items :—

	Amount. Rs.	Proportion of total.
Marriages	2,450	24·9
Funerals	200	2·0
Religious observances	100	1·0
Sickness	785	8·0
Unemployment	100	1·0
Repair of house	200	2·1
Inherited	6,000	61·0
Total	9,835	100·0

Of the total indebtedness only 9 per cent., *viz.*, on account of sickness and unemployment is due to causes beyond the control of the workers. Apart from this and 2·1 per cent. spent on the repair of houses, 88·9 per cent. of the loans are due to extravagance.

In 2 cases loans have been taken from relatives free of interest charges. Of the rest one bears 12½ per cent. interest per annum; one 18¾ per cent; three 24-25 per cent.; one 45 per cent. and one 75 per cent. The inherited loan of Rs. 6,000 has been taken against agricultural land which has been mortgaged with possession. Four loans have been advanced against the security of ornaments; one against property; 3 against pro-notes and one against personal security. The term of repayment is invariably the convenience of the borrower.

VIII.—Housing.—All workers live in *pucca* houses, 7 having one room each with a small verandah and the remaining three having two—three rooms with small verandahs. All workers live within a radius of 2 miles from the places of employment the most common distance being 1½ miles. In 5 houses water supply is obtained from the municipal pipes and in the remaining 5 from the wells. The sanitary condition of 8 houses is stated to be fair to good whereas in the remaining 2 it is very unsatisfactory.

Carpet factories workers of Amritsar.

I.—Province and district of origin of workers and cause of migration.—Sixteen workers employed in the various processes of the manufacture of carpets in the carpet factories at Amritsar, such as dyeing, instruction writing, designing, weaving, supervision of looms and repairing of damaged carpets were examined by the Industrial Surveyor, Amritsar. The cases selected for investigation were taken from the leading carpet-making firms of Messrs. (*i*) the East India Carpet Company, (*ii*) K. B. Sheikh Ghulam Husain, (*iii*) Devi Sahai Chamba Mal, and (*iv*) Behari Lal Rattan Chand.

A preponderating majority of the workers employed in this industry are Kashmiri Muhammadans who immigrated into the Punjab from the Kashmir State consequent upon a serious famine in their native State about the year 1840 and settled down in Amritsar and Ludhiana districts. Originally the Kashmiri weavers followed the shawl-weaving industry for the products of which there was a very considerable local and export demand. The internal demand came to an abrupt end on the cessation of Sikh supremacy in the Punjab, and the external demand dwindled down to a negligible figure with the defeat of France, their chief importer, in the France-German war in the seventies. The skilled shawl weavers were, however, soon absorbed in the carpet-weaving industry, which as a result of the displays of Indian carpets at the various industrial fairs and exhibitions in England and America offered a comfortable living. The workers employed in the carpet industry at Amritsar are mainly the descendants of the original shawl-weavers of Kashmir, but now they have made Amritsar their home.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 5·125 of whom 1·437, are actual wage earners. The composition of the families is as under :—

Wage earners	23
Dependants living with wage earners	56
Dependants living elsewhere	3
Total	82

The wage earners are mainly men and boys. Of the total number of 1,077 persons employed in this industry 821 are men and 247 boys, whereas the number of females employed in the industry is only 9.

III.—Extent of literacy.—Out of the 16 cases examined 4 are stated to be illiterate. Only one has studied upto the matriculation standard. The rest have studied upto the primary standard or a class or two in the higher standards. The majority of workers are giving education to their children, a fair proportion of whom are girls. One of the workers has gone to the length of getting into a debt of Rs. 190 mainly on account of the expense incurred on the education of his son.

IV.—Regularity of employment.—Nine out of the 16 workers are employed on monthly wages, whereas the remaining 7 find employment for 20 to 22 days in a month. The present slump in the carpet trade is responsible in a large measure for the general unemployment in the industry and for the reduction in the average number of day per month for which the workers are able to secure work.

V.—Normal monthly income.—The average normal monthly income of the 16 workers is Rs. 40-6-0.

VI.—Normal monthly expenditure.—The average monthly expenditure of the families examined amounts to Rs. 39-1-3, and is distributed over the various items of expenditure in the following proportions :—

	Rs.	a.	p.
1. Food	24	6	3
2. Clothing	3	13	0
3. Rent	4	4	6
4. Fuel and lighting	2	4	3
5. Household requisites	0	1	8
6. Remittances to dependants	0	10	0
7. Travelling to and from place of employment	0	5	0
8. Medicine and medical fees	0	11	0
9. Drink and drugs	..		
10. Tobacco and *pan-supari*	0	6	3
11. Religious observances, feasts and festivals	1	0	8
12. Payment to provident fund, trade union or co-operative society	0	5	0
13. Amusements and recreation	..		
14. Education	0	11	9
15. Interest on debt	0	2	0
Total	39	1	3

The figures given above indicate that the average expenditure is less than the average income by a small margin of Rs. 1-4-9 only.

VII.—Indebtedness.—Only 10 out of the 16 families were found in debt. The total indebtedness amounts to Rs. 1,084, and has been contracted on the following accounts :—

Items of expenditure.	Amount of debt. Rs.	Percentage of total.
Marriages	100	9·2
House-rent	24	2·2
Excess of expenditure over income	125	11·6
Education of children	190	17·5
Unemployment	200	18·4
Sickness	445	41·1
Total	1,084	100·0

It will be observed from the above statement that about 60 per cent. of the indebtedness is on account of unemployment and sickness which are beyond the control of the workers. On the whole, the extent of indebtedness is small and only 23 per cent., *viz.*, that on account of marriages, house-rent and excess of expenditure over income may be attributed to extravagance. Only in one case the loan was borrowed at the rate of 12½ per cent. per annum on the security of ornaments. Other loans have been raised on personal security from relatives and acquaintances, free from any interest charge. This is due to the fact that the Muslim religion does not permit the levy of interest on monies lent. Repayment are made by small instalments according to the convenience of the borrowers.

VIII.—Housing.—All workers are reported to be living in *pucca* brick houses which are taken on the basis of monthly rents ranging from Rs. 2-8-0 to Rs. 8. Only one worker owns the house occupied by him. The employers do not provide quarters for the workers. The maximum distance at which the dwellings of the workers are situated from the places of work is 1½ miles. The dimensions of the verandah and the number of rooms in the houses vary according to the rent paid.

The most common size of the rooms is 10′ × 12′. In 13 out of the 16 houses water is supplied by the local water-carriers, who are paid annas 8 per mensem. One house is served by the municipal tap, one is furnished with a pump and the third has its own well. The general condition of sanitation in the dwelling of workers examined is stated to be fairly satisfactory.

New Egerton Woollen Mills Company, Dhariwal.

I.—Province and district of origin and cause of migration of workers.—Sixteen workers of the New Egerton Woollen Mills Company, Dhariwal, were examined by the Industrial Surveyor, Amritsar. The cases for inquiry were selected from workers employed in the various processes of the manufacture of woollen cloths and knitted goods. Of them 13 belong to the district of their employment. 2 to Amritsar and 1 to Nepal. The cause of immigration of the outsiders is stated to be search for employment.

II.—Size and composition of families.—The average number of persons per family in this class of workers is 4·625 of whom 1.062 are wage earners. The composition of the families is shown in the statement given below :—

Wage earners	17
Dependants residing with wage earners	48
Dependants residing elsewhere	9
Total	74

III.—Extent of literacy.—The workers are generally illiterate; a few can read *Urdu* and *Gurmukhi* and some Arabic.

IV.—Regularity of employment.—In the majority of cases the average period of employment is 22 days in a month. In some cases the average works out to nine months in the year, the remaining three months being the periods of unemployment.

V.—Normal monthly family income.—The average monthly income of the workers is Rs. 33-15-3.

The figures of normal monthly wages entered in the forms of questionnaire are based on the statements made by the workers before the investigating officer. The management of the Mills, however, supplied this office the details of the average earnings of the employees for the 12 months ending July 1930. In assessing the average monthly income of the workers, the figures supplied by the Company and supplemented by the figures of additional income from extraneous sources mentioned in the forms of questionnaire have been used.

VI.—Normal monthly expenditure.—The average monthly expenditure of the families examined amounts to Rs. 24-7-0, and is expended on the various items of expenditure in the following manner :—

	Rs.	a	p
1. Food	16	1	4
2. Clothing	2	15	1
3. Rent	0	6	9
4. Fuel and lighting	1	1	6
5. Household requisites	..		
6. Remittances to dependants	2	0	0
7. Travelling to and from place of employment	0	7	6
8. Medicine and medical fees	0	0	9
9. Drink and drugs	..		
10. Tobacco and *pan-supari*	0	6	10
11. Religious observances, feasts and festivals	0	8	0
12. Payment to provident fund, trade union or co-operative society	..		
13. Amusements and recreation	..		
14. Education	0	1	4
15. Interests on debt	0	5	11
16. Other expenses	..		
Total	24	7	0

These figures indicate a saving of Rs. 9-8-3 per mensem per worker. Free medical aid is provided by the employers to all employees of the Company and their families. The small amount of expenditure on medicine and medical fees represents the amount paid to bazar *hakims*.

VII.—Indebtedness.—Only four workers out of the 16 examined were found in debt.

The total amount of indebtedness is Rs. 435 and has been incurred on the following items :—

	Amount.	Percentage of total.
	Rs.	
Marriages	375	86·2
Purchase of bullock	60	13·8
Total	435	100·0

The amount of debt incurred on account of the purchase of bullock is, strickly speaking, a debt due to the agricultural activity of the worker and has nothing to do with his industrial pursuits. The entire extent of indebtedness is therefore due on account of marriages. Loans have been taken on a more or less uniform rate of 12½ per cent. In three cases the loans have been secured on the security of sureties and in one case on personal security. Repayments are made in two cases by monthly instalments of Rs. 5 and Rs. 10 each and in the remaining two cases no time limit for repayment has been fixed.

VIII.—Housing.—In six out of the 16 cases dwellings are provided by the Company. Seven workers own their own houses and three occupy rented houses. Eight houses are *pucca* 5 kutcha mud houses and 3 partly *pucca* and partly *kutcha*. With the exception of the quarters provided by the Company which are in the proximity of the factory premises, the workers come to the factory from an average distance of 2½ miles. Seven houses comprise one room and verandah and the remaining 2 to 3 rooms with verandah the dimensions of which vary between 12′ × 10′ and 14′ × 42′. In 13 houses water is supplied by the water-carriers and in the remaining 3 the water-supply is obtained from wells. The general condition of sanitation in the dwellings of workers examined is stated to be fairly satisfactory.

APPENDIX B.

STATEMENT No. I.

Statement showing the number of factories and workshops using power and employing 10 or more persons on any one day in the year in the Punjab, the nature of Industries carried on in them and the number of men, women and children employed therein.

Serial No.	Nature of industry.	Number of factories.	Number of persons employed.			
			Men.	Women.	Children.	Total.
1	Hosiery Factories .	5	70	..	20	90
2	Weaving Factories .	3	42	..	..	42
3	Printing presses .	26	326	..	37	363
4	Machinery repairing workshops (including Railway Running Sheds).	35	484	..	9	493
5	Iron works and foundries.	25	283	..	52	335
6	Brass and bronze utensil making factories.	6	80	..	..	80
7	Brass lock making factories.	2	22	..	11	33
8	Water pump making factories.	1	20	..	5	25
9	Repair of tools . .	1	10	..	..	10
10	Surgical instruments making.	1	14	..	4	18
11	Lime factories . .	12	146	..	..	146
12	Comb making factories	1	6	..	4	10
13	Flour milling factories (including those worked by water power).	60	722	6	..	728
14	Oil mills . . .	5	59	..	..	59
15	Oil and flour mills (combined).	5	60	..	..	60
16	Aerated water factories	8	101	..	..	101
17	Saw mills . . .	2	23	..	..	23
18	Band saw mills . .	4	39	..	13	52
19	Band saw mills and disintegration for brick crushing.	2	26	..	..	26
20	Lathes and saw mills .	4	62	..	..	62
21	Card board box making factories.	1	17	..	8	25
22	Foot rule making factories	1	13	..	2	15
23	Chalk making factories	1	11	..	3	14
24	Rice factories . .	21	292	..	..	292
25	Water pumping station	5	52	..	..	52
26	Power houses . .	1	13	..	..	13
27	Acid making factories	2	31	..	2	33
28	Babul bark crushing factories.	8	85	..	..	85
29	Sugar factories . .	2	30	..	..	30
30	Miscellaneous factories (combined flour milling and bark crushing; flour milling; rice husk and oil seed crushing, oil milling and sugar factories; flour milling and iron founding, lime and surkhi factories; flour milling and wool burring, etc., etc.)	25	285	4	10	299
	Total .	275	3,424	10	180	3,614

STATEMENT No. II.

Statement showing the number of factories and workshops not using power and employing 50 persons or more on any one day during the year in the Punjab, the nature of Industries carried on in them and the number of men, women and children employed therein.

Serial No.	Nature of industry carried on.	Number of factories.	Number of persons employed.			
			Men.	Women.	Children.	Total.
1	Carpet weaving . .	6	821	9	247	1,077
2	Iron tubs, buckets and furniture making.	2	80	..	56	136
3	Toilet soap making .	1	25	..	28	53
4	Artificial silk weaving	1	261	..	..	261
5	Weaving factories .	2	80	20	10	110
6	Hosiery factories .	2	90	..	15	105
7	Cricket and hockey ball stitching factories.	2	115	..	45	160
8	Football cover making	2	85	..	25	110
	Total .	18	1,557	29	426	2,012

STATEMENT No. III.

Statement showing the number of smaller factories and workshops engaged in any particular industry in the Punjab which in the aggregate employ a considerable number of hands, the nature of Industries carried on in each and the number of men, women and children employed therein.

Serial No.	Nature of industry carried on.	Number of factories.	Number of persons employed.			Total number of persons employed.
			Men.	Women.	Children.	
1	Sports gear making .	4	122	..	29	151
2	Tea factories . .	21	160	600	..	760
3	Flour mills . .	320	898	..	..	898
4	Soap making . .	73	314	..	..	314
	Total .	418	1,494	600	29	2,123

APPENDIX C.

Notes on the conditions under which workers are employed in unregulated establishments, their earnings, hours of work, the minimum ages of children in employment, the effect which employment has on their health and the risks to which workers are exposed owing to lack of proper precautions for fencing of machinery.

The Weaving and Knitting Industry.

(*a*) *Hosiery factories.*—The hosiery factories are located mainly in Ludhiana. The hours of work in these factories in the summer months are 7 A.M. to 6 P.M. and in the winter months from 8 A.M. to 5-30 P.M. with an hour's interval at midday

for rest. During the months of November to January when there is a brisk demand for the products of these factories some workmen are employed for 3 to 4 hours in the night. As, however, the majority of workers are employed on the piece wage system they do not usually adhere strictly to any prescribed hours of work. The hours of work for children are the same as those for adults except that they are not employed at night. Generally children are placed on light jobs such as assisting the machinemen in setting needles in the dials of knitting machines, supplying bobins to workmen, and in unknitting damaged goods for getting serviceable yarn out of them. It is generally believed that boys have an aptitude for picking up the details involved in the manufacture of hosiery if employed at a tender age. The minimum age of children employed in these factories is 10 years. A half holiday is observed on Sundays and a full holiday on all religious festivals. The earnings of men employed in power driven factories vary between Rs. 50 and Rs. 60 per month and of those employed in hand knitting factory between Rs. 14 and Rs. 35 per month. Children are paid at the rate of Rs. 2 to Rs. 8 per month.

(*b*) *Weaving factories.*—The weaving factories are located mainly in Amritsar and Ludhiana. The conditions of employment, hours of work, earnings and minimum age of children employed in these factories in Ludhiana are similar to those of workers employed in the hosiery industry of that place. The weavers in Amritsar, likewise, are employed on piece wage system. The average monthly earnings of workers employed in the power driven factory vary between Rs. 20 and Rs. 30 and in the artificial silk handloom weaving factory between Rs. 18 and Rs. 20. The hours of work both in the handloom weaving and power driven factories are from 7 A.M. to 7 P.M. with one hour's interval at midday for rest No children are employed in the weaving factories at Amritsar.

(*c*) *Carpet weaving factories.*—This industry is mainly confined to Amritsar. The workers are employed both on piece wage system and monthly pay. The earnings of carpet weavers vary between Rs. 25 to Rs. 45 per month and of other workers such as designers, colourists, etc., rise up to Rs. 100 per month. The earnings of women and children vary between Rs. 12 and Rs. 15 and Rs. 10 and Rs. 12 per month respectively. The hours of work in these factories are from 6-30 A.M. to 6 P.M. with half hour's interval at midday for meals. As the majority of workers are Muslims, Friday is observed as a holiday. The minimum age of children employed is 10 years. The general condition of childrens' health is fairly good.

Printing Presses.—The printing presses are located chiefly in Lahore and Amritsar. The hours of work in Lahore are 9 though in some cases an eight hours' day is also observed. The minimum age of employment for children is 8½ years. Usually children are put on light jobs such as packing of printed material and cleaning of machines though grown up children sometimes work the pedal printing machines. This work does not produce any detrimental effect on the health of children. The earnings of unskilled workers vary between Rs. 18 and Rs. 28 per month and of skilled workers such as compositors and mechanics between Rs. 30 and Rs. 48. The compositors are employed on piece wage system and others receive monthly wages.

In Amritsar likewise workers are employed on piece wage system. The earnings of men vary between Rs. 25 and Rs. 55 per month and those of children between Rs. 10 and Rs. 20. The hours of work are 7 A.M. to 7 P.M. with half an hour's interval at midday for rest. The minimum age of children employed is 10 years. No detrimental effect on the health of children is noticeable as a result of emp'oyment in this industry.

Metal works and foundries.—The general conditions of employment, earnings, hours of work, etc., in machinery repairing works, foundries, brass and bronze utensil making factories, brass lock making factories, water pump making factories, tool repairing factories, iron bucket and furniture making factories and surgical instruments making factories are similar in all parts of the province. All such factories are power driven. The earnings of brass and iron workers in south-eastern districts of the province vary between Rs. 15 and Rs. 35 per month; in the central districts the unskilled worker earns between Rs. 18 and Rs. 25 per month and the skilled labourer between Rs. 38 and Rs. 50 per month. In north-eastern districts the workers employed in machinery repair workshops are paid a monthly wage of Rs. 20 to Rs. 25. The foundry workers and those employed in the water pump making factories are paid daily wages, the workers in brass are paid on the piece wage system. The average earnings of workers in these districts amount to Rs. 18 to Rs. 25 per month. The wages paid to workers engaged in the surgical instrument making factories at Sialkot vary between Rs. 25 and Rs. 70 per month

according to the skill of the worker. Unskilled workers such as hammermen, bellows men, etc., who perform only manual labour are paid at the rate of Rs. 18 to Rs. 20 per month. The children who are taken on as apprentices get between Rs. 6 to Rs. 15. The earnings of skilled workers in Multan range between Rs. 50 and Rs. 60 per month and those of unskilled workers such as moulders and iron smiths between Rs. 25 and Rs. 40 per month. Apprentices are paid twice a year in a lump sum and the amount seldom exceeds Rs. 20. Two days' leave is granted in a month on full pay. Apart from it wages for the days of absence are deducted from the amount of monthly pay. The hours of work in these factories all over the province range between 10 and 11 with an interval of one hour or half an hour for midday rest. The filing and grinding processes tell badly upon the health of all workers employed in this industry and particularly upon children who are most sensitive to their evil effect upon lungs.

Lime factories.—These factories are located in Amritsar. Workers in these factories are employed on daily wages and their monthly earnings amount to Rs. 20 to Rs. 25. The hours of work are from 7 A.M. to 7 P.M. with one hour's rest at midday.

Comb making factory.—This factory is located in Amritsar. The workers are employed on monthly wages. The earnings of men amount to Rs. 20 to Rs. 30 per month and those of children to Rs. 10 to Rs. 15 per month. The minimum age of children employed is 10 years, and their health is very satisfactory. The hours of employment are from 7 A.M. to 7 P.M. with one hour's interval at midday for rest.

Flour milling factories.—These are scattered all over the province. In Amritsar the majority of the staff is employed on monthly wages. No regular hours of work are fixed. The wages paid to men range between Rs. 18 and Rs. 30 per month.

In Multan the operative incharge of the machinery is paid a monthly wage of Rs. 40 to Rs. 60 per month and the cleaners and oilmen receive Rs. 16 to Rs. 20 per month. Female labour is employed on a daily wage of 5 to 8 annas per diem. No holiday except on big religious festivals is observed by those employed in this industry.

Wages paid to workers in flour mills in Sialkot approximate to those paid in Multan. The health of workers employed in this industry is adversely affected by the small particles which permeate the air in the place where the work is carried on.

Oil Milling.—No fixed hours of work are observed in this industry. The wages of unskilled workmen are annas 10 to 12 per diem, and those of skilled mechanics Rs. 30 to Rs. 75 per month.

Aerated waters.—These factories are located in Amritsar. All workers are engaged on monthly salaries. The average earnings of workmen range between Rs. 20 to Rs. 30 per month. The hours of work are 7 A.M. to 9 P.M. with four hours' interval at midday. No women or children are employed in these factories.

Saw Mills.—These factories are chiefly located in the northern districts of the province. The workers are engaged on daily wages and the average monthly earnings of a worker amount to Rs. 30. A good workman sometimes makes as much as Rs. 45 per month. In the summer the working hours are from 7 A.M. to 12 A.M. and from 2 P.M. to 6 P.M. and in the winter from 8 A.M. to 12-30 P.M. and from 1-30 P.M. to 5-30 P.M. No women were employed in this industry. The minimum age of children employed in hand saw mills is 10 years and their earnings amount to Rs. 6 to Rs. 12 per month.

Card board box making, foot rule making and chalk making factories.—All these factories are located in Lahore and the conditions of employment, etc., are similar in these three industries. The average earnings of an unskilled worker amount to Rs. 22 per month and of skilled workers to Rs. 37 per month. In card board box making factory wages are paid according to the number of boxes made or packed as the case may be. The hours of work in these factories are from 7 A.M. to 6 P.M. with one hour's interval at midday for meals and rest. No detrimental effect upon the health of children is noticeable as a result of employment in these factories.

Rice factory.—The conditions of employment, etc., in this industry are similar to those in the flour milling industry.

Water pumping station and power house.—The former is located in Rawalpindi and the latter at Khewra, and are owned by the municipality and Government respectively. Monthly wages are paid to the workers. No women or children are employed.

Cricket and hockey ball stitching, foot ball cover making and sports gear making factories.—This industry is located in Sialkot. No fixed hours of work are observed in these factories. In busy season the factories work for 12 hours a day and in a slack season the hours of employment are reduced to about 8. All workers are employed on piece wage system.

The earnings of an adult male worker range between Rs. 30 and Rs. 60 per month according to his skill and those of children between Rs. 8 and Rs. 15 per month. The minimum age of children employed in these factories is 10 years and employment in the factories does not produce any detrimental effect on their health.

Soap factories.—Workers employed in these factories are paid both on monthly rates of pay and on piece wage system. The monthly earnings of workers vary between Rs. 20 and Rs. 50 and of children between Rs. 6 and Rs. 15. The hours of work are from 7-30 A.M. to 8 P.M. with one hour's interval at midday for rest. The minimum age of children in employment is 8 years. but the general condition of health among them is good. In smaller factories which are scattered all over the province no fixed hours of work are observed. Women do not find employment in this industry.

Tea factories.—This industry is carried on in the Kangra district only, and provides employment to a large number of female workers in the tea plantations. The men are employed in the tea factories. Wages are paid both on monthly and daily rates of payment which in the case of male adult workers range between Rs. 18 and Rs. 35 per month and in the case of females between Rs. 10 to Rs. 16 per month. The hours of work are from 6 A.M. to 7 P.M. with one hour's interval at midday for rest.

Acid factories.—These factories are located in Lahore. The wages of unskilled workers range between Rs. 18 and Rs. 25 per month and those of skilled workers between Rs. 38 and Rs. 50 per month. The hours of work in these factories are from 7 A.M. to 7 P.M. with about one hour's interval at midday for rest. Children are chiefly employed on light jobs such as cleaning and packing of bottles, etc. The hours of work of children are the same as for men and their average monthly earnings amount to about Rs. 8. The work taken from children does not entail any hardship on them and their health does not suffer on account of employment in these factories.

In regard to exposure of workers to undue risks owing to lack of proper precautions for the fencing of machinery in power driven factories not coming under the purview of the Indian Factories Act, the reports of all Industrial Surveyors are unanimous on the point that little or no attention is paid to the fencing of machinery. In the absence of statistical data it is not possible to give any indication of the extent or frequency of accidents in these establishments but it may be safely asserted that the number of accidents is by no means small or negligible. Some efforts at fencing of transmission machinery, pulleys gearings and shaftings are made by considerate employers but such cases are not yet many. Flimsy wooden guards occasionally erected around the most dangerous parts of a machinery are generally allowed to deteriorate without repair or renewal. In printing presses and machinery repairing workshops in Lahore the provision of fencing is reported to be satisfactory though in electrically driven factories high voltage controls and cables are sometimes not adequately guarded. These facts coupled with the over-congestion of machinery in small and dark spaces and loose garments of the operatives add materially to the risks to which they are always exposed while on work.

Extract from letter from Mr. J. W. Hearn, I.C.S., Revenue Secretary to Government, Punjab, to the Joint Secretary to the Royal Commission on Labour, No. 33627-Revenue, dated the 14th November 1930.

SUBJECT:—Standard of living of workers employed in the various industries of the Punjab.

With reference to paragraph 3 of Punjab Government, letter No. 31833-Revenue, dated the 31st October 1930, on the subject noted above, I am directed to say that the Director of Industries, Punjab, has reported that two Inspectors will be required for the inspection of factories mentioned in classes (*a*) and (*b*) and two for the inspection of factories in class (*c*) referred to in para. 5 of your letter No. L. C.-5 (1), dated the 7th April 1930. The Governor in Council agrees with this estimate.

VI.—GOVERNMENT OF BURMA.

1.—Standard of living of workers in various centres in Burma outside Rangoon.

In accordance with the wishes of the Royal Commission on Labour enquiries have been instituted at the following centres in Burma outside Rangoon regarding the cost and standard of living of workers earning wages not exceeding Rs. 50 per mensem. The centres chosen were :—

(1) Syriam.
(2) Yenangyaung.
(3) Myitnge.
(4) Bassein.
(5) Moulmein.
(6) Namtu.
(7) Mining areas in Tavoy and Mergui.
(8) Rubber plantations in Tavoy and Mergui.

They were visited by the three investigators who are employed in the Office of the Director of Statistics and Labour Commissioner to hold such and similar enquiries connected with labour interests. With the time at their disposal they were not able to do more than stay about 10 days at each of the various centres. The first day or two was devoted to selecting typical workers, either single or with families, for examination. Having selected these persons, the Investigators spent the rest of their visit making a very thorough enquiry into the various items included in the questionnaire.

2. As in the enquiry conducted in Rangoon in 1926-27 the figures for food, fuel, lighting and miscellaneous expenditure were not hard to obtain. For articles of clothing and household requisites, the original cost was taken and divided by the number of months the various articles were estimated to last. Expenditure on washing was not entered unless payments to a washerman were actually incurred.

3. The information recorded refers to the month of June 1930. This was not a fortunate period to choose as far as Bassein and Moulmein were concerned for the rice milling season was over, only skeleton staffs being kept on in the mills. However, particulars were collected from such workers as were available and the results obtained are considered to be fairly representative. In the Tavoy and Mergui mining areas most of the employees have been paid off from the first of July 1930 owing to the serious world-wide set-back in the tin mining industry. The figures collected refer to the period just prior to that date and in so far as they are designated "regular" they mean what had been regular in the preceding months when work was in full swing.

4. As regards the normal income of the workers any earnings of wives and dependants of men living with their families have been included wherever it was possible to do so. In general the wages of the persons examined are paid monthly though the rates of pay are on a daily basis. Sundays, public holidays and days of voluntary or compulsory absence are not paid for.

It will be observed that at the heading of each of the tables the average monthly income has been shown as split up into 'money wages' and 'concessions, etc.' Under the latter heading the following items have been included wherever they exist :—

(1) Contributions by near relatives (*e.g.*, payments of a young couple's debts by parents).
(2) Earnings from outside private services.
(3) Estimated value of firewood collected.
(4) Estimated rent of workers living rent free with relations.
(5) Estimated rent of the worker's own house.
(6) Payment for overtime.
(7) Amounts realised from rearing of livestock.
(8) Estimated value of miscellaneous concessions given by the employer.

5. As regards expenditure the following points are to be noted :—

(1) The quantity of rice consumed by single Chittagonians in Syriam has not been given. The reason for this is that these men feed in messes paying Rs. 5-8-0 per mensem to their tindals or foremen for cooked rice. Actually they would consume 11 viss a head of rice which would cost about Rs. 3-7-0. The balance represents the somewhat inflated cost of firewood and the services of the man who does the cooking.

(2) Remittances to dependants are not made every month. Usually money is sent 3 or 4 times in a year, sometimes only once a year. The amount shown in the budget represents one-twelfth of the annual average remittance.

(3) Interest on debt is a difficult item. It has here been taken to mean interest paid direct on debts incurred either in their native country or in the country of employment. Sometimes, however, a considerable portion of the remittances sent to the worker's native village is for debts incurred thereby himself or his dependants and it is frequently impossible to disentangle such money from money intended for the support of a family.

6. In addition to the 36 statements* relating to the various nationalities of workers in the eight centres mentioned above an extract† from the published monthly cost of living index numbers of working classes in Rangoon for the month of June 1930 has been appended for ready reference only. They cannot be used for direct comparison of the cost of living in Rangoon with that of any of the other centres for they do not profess to be family budgets. For such we must turn to Tables II, IV, and VI for Burmese families, Tables XII, XIII and XIV for Indian single men and Tables XIX, XX and XXI for Tamil and Telugu families in the Statistical Tables attached to Mr. Bennison's Report, remembering that the figures there refer to averages over a period in 1926-27. They may be approximately brought up to date as regards the totals of the different heads by using the comparative index numbers for that period and for June 1930. It is doubtful, however, with the small body of statistics available in the present enquiry whether such calculations would produce results giving any reliable comparisons between the cost of living in Rangoon and the up-country centres.

7. From the data collected this office has also tabulated detailed information regarding literacy housing and indebtedness. It has not been thought worth while reproducing them in print as the number of cases concerned is not large enough for accurate statistical deductions to be drawn therefrom.

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* Appendix I.
† Appendix II.

APPENDIX I.

TABLE I.

INDUSTRIAL CENTRE—SYRIAM.

Burmese—Family.

Number of budgets . 9

Number of equivalent adults. 3·72

Average monthly income Rs. 46-3-3 { Money wages Rs. 42 3 4; Concessions, etc. 3 15 11

JUNE 1930.

Item.		Quantity.	Cost.			Equivalent Rangoon values.		
			Rs.	a.	p.	Rs.	a.	p.
Rice	Viss	37·78	10	2	11	10	6	11
Arhar	„	·72	0	4	4	0	5	0
Musur	„	1·11	0	8	11	0	7	9
Sugar, refined	„	.36	0	2	11	0	2	8
Gur or *Tanyet*	„	·11	0	0	11	0	0	9
Tea	..	..	0	12	0	0	12	0
Fish, fresh	Viss	3·11	3	8	0	6	3	6
Fish, salted dry	„	·92	1	12	5	2	4	10
Fish, salted wet	„	2·17	1	4	5	2	2	9
Beef	„	1·28	1	9	1	1	4	6
Fowls	..	..	0	2	4	0	2	4
Pork	Viss	·6	1	6	3	1	3	2
Milk, condensed	Tin	1·11	0	7	1	0	4	2
Salt	Viss	·5	0	1	5	0	1	3
Tamarind	„	·38	0	1	9	0	2	3
Spices and other condiments	..	..	0	8	7	0	8	7
Potatoes	Viss	·78	0	3	11	0	3	4
Onions	„	1·42	0	6	7	0	5	8
Fruit and other vegetables	..	..	1	4	3	1	4	3
Sesamum oil	Viss	1·67	1	14	11	1	10	9
Food bought and consumed away from home	..	..	0	12	5	0	12	5
Others	..	..	0	10	0	0	10	0
Total Food		..	28	1	3	31	6	10
Total Fuel and Lighting		..	2	9	10	..		
Total Clothing		..	4	9	5	..		
House Rent		..	3	4	5	..		
Total Household Requisites		..	1	9	10	..		
Remittances to dependants living in the village		..	..			..		
Travelling to and from place of employment		..	..			..		
Medicine and medical fees		..	0	5	11	..		
Drink and drugs		..	0	0	5	..		
Tobacco and *pan supari*		..	2	1	4	..		
Religious observances, feasts and festivals		..	0	8	0	..		
Payments to provident fund, trade union or co-operative society		..	1	6	11	..		
Amusements and recreation		..	0	5	7	..		
Education		..	0	4	11	..		
Interest on debt		..	0	13	1	..		
Others		..	0	12	11	..		
Total Miscellaneous		..	6	11	0	..		
Total Monthly expenditure		..	46	13	10	..		
Balance of income over expenditure		..	—0	10	7	..		

NOTE.—1 viss = 3·6 lbs.

TABLE II.

INDUSTRIAL CENTRE—SYRIAM.

Telugus and Uriyas—Single.

Number of budgets . 12

Average monthly income Rs. 32-6-2 { Money wages Rs. 31 A. 4 P. 2 ; Concessions, etc. 1 2 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	17·5	4 8 6	4 6 0
Arhar . . . . . „	3	1 2 0	1 5 0
Fish, fresh . . . . . „	1·77	1 12 4	3 8 8
Fish, salted dry . . . . „	..	0 3 0	0 3 0
Mutton (goat) . . . . . „	·55	1 1 6	1 1 7
Fowls	..	0 6 8	0 6 8
Milk, fresh . . . . . Viss	1·25	0 10 0	0 15 0
Ghee . . . . . „	·02	0 1 4	0 1 3
Salt . . . . . „	·5	0 1 0	0 1 3
Tamarind . . . . . „	·26	0 1 7	0 1 7
Spices and other condiments . ..	..	0 8 2	0 8 2
Potatoes . . . . . Viss	1·92	0 7 8	0 8 2
Onions . . . . . „	·96	0 3 10	0 3 10
Fruit and other vegetables	..	0 13 0	0 13 0
Sesamum oil . . . . Viss	·52	0 8 4	0 8 4
Food bought and consumed away from home	..	0 11 8	0 11 8
Total Food .	..	13 4 7	15 7 2
Total Fuel and Lighting .	..	1 0 10	..
Total Clothing .	..	1 14 3	..
House Rent . .	..	0 12 0	..
Total Household Requisites .	..	0 8 2	..
Remittances to dependants living in the village	..	8 12 0	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 2 6	..
Drink and drugs	..	1 12 0	..
Tobacco and *pan supari*	..	1 3 2	..
Religious observances, feasts and festivals	..	0 8 2	..
Payments to provident fund, trade union or co-operative society . .	..	..	..
Amusements and recreation . .	..	0 7 8	..
Education.	..	..	..
Interest on debt	..	0 1 1	..
Others	..	1 2 2	..
Total Miscellaneous .	..	14 0 9	..
Total Monthly expenditure .	..	31 8 6	..
Balance of income over expenditure .	..	0 13 8	..

NOTE.—1 viss = 3·6 lbs.

TABLE III.

INDUSTRIAL CENTRE—SYRIAM.

Hindustanis—Single.

Number of budgets .. 13

Average monthly income Rs. 31-11-8 { Money wages Rs. 30 A. 9 P. 3 ; Concessions, etc. 1 2 6

JUNE 1930.

Item.	Quantity.	Cost. Rs. a. p.	Equivalent Rangoon values. Rs. a. p.
Rice . . . . . Viss	6·23	1 15 2	1 11 0
Wheat flour . . . . . ,,	7·15	2 10 11	2 7 4
Arhar . . . . . ,,	2·15	0 14 5	0 15 1
Urad . . . . . ,,	·27	0 1 8	0 1 6
Chana . . . . . ,,	·04	0 0 2	0 0 2
Sugar, refined . . . . . ,,	·31	0 2 6	0 2 4
Tea	..	0 0 5	0 0 5
Milk, fresh . . . . . Viss	4·71	2 5 8	3 8 6
Ghee . . . . . ,,	·57	2 3 5	2 4 6
Salt . . . . . ,,	·41	0 1 0	0 1 0
Spices and other condiments . ..	..	0 5 10	0 5 10
Potatoes . . . . . Viss	1·96	0 9 7	0 8 4
Fruit and other vegetables	..	1 1 1	1 1 1
Mustard oil . . . . . Viss	·23	0 5 6	0 5 6
Food bought and consumed away from home	..	0 3 1	0 3 1
Others	..	0 0 6	0 0 6
Total Food .	..	13 0 10	13 12 2
Total Fuel and Lighting .	..	1 1 6	..
Total Clothing .	..	2 1 7	..
House Rent .	..	1 2 2	..
Total Household Requisites .	..	0 13 4	..
Remittances to dependants living in the village	..	8 7 5	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 1 6	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	0 13 6	..
Religious observances, feasts and festivals	..	0 5 8	..
Payments to provident fund, trade union or co-operative society . .	..	..	..
Amusements and recreation . .	..	0 2 2	..
Education	..	0 0 7	..
Interest on debt	..	0 7 8	..
Others	..	0 15 6	..
Total Miscellaneous .	..	11 6 2	..
Total Monthly expenditure .	..	29 9 7	..
Balance of income over expenditure .	..	2 2 1	..

NOTE.—1 viss = 3·6 lbs.

TABLE IV.

INDUSTRIAL CENTRE—SYRIAM.

Chittagonians—Single.

Number of budgets .. 10

Average monthly income Rs. 38-12-11 { Money wages Rs. 37 8 11 ; Concessions, etc. 1 4 0

JUNE 1930.

Item.	Quantity.	Cost. Rs. a. p.	Equivalent Rangoon values. Rs. a. p.
Rice . . . . Viss	*	5 8 0	5 8 0
Arhar . . . . „	·1	0 0 7	0 0 8
Moong . . . . „	·6	0 5 3	0 4 10
Chana . . . . „	·08	0 0 5	0 0 4
Sugar, refined . . . . „	·2	0 2 2	0 1 6
Tea	..	0 0 8	0 0 8
Fish, fresh . . . Viss	1·65	1 12 0	3 4 10
Fish, salted dry . . „	·26	0 5 2	0 10 5
Beef . . . . „	·6	0 12 0	0 9 7
Mutton (goat) . . . „	·05	0 1 5	0 1 7
Fowls	..	0 10 10	0 10 10
Milk, fresh . . . Viss	1·73	0 13 10	1 4 9
Milk, condensed . . . Tin	·4	0 2 2	0 1 6
Ghee . . . . Viss	·02	0 1 2	0 1 3
Salt . . . . . „	·40	0 1 0	0 1 0
Spices and other condiments . .	..	0 6 2	0 6 2
Potatoes . . . . Viss	1·1	0 4 11	0 4 8
Onions . . . . „	·8	0 3 7	0 3 2
Fruit and other vegetables . .	..	0 7 2	0 7 2
Mustard oil . . . Viss	·38	0 9 3	0 9 1
Food bought and consumed away from home	..	1 0 10	1 0 10
Others	..	0 2 6	0 2 6
Total Food . .	..	13 15 3	15 15 4
Total Fuel and Lighting .	..	0 12 2	..
Total Clothing .	..	2 5 7	..
House Rent .	..	0 14 0	..
Total Household Requisites .	..	0 14 6	..
Remittances to dependants living in the village.	..	10 7 2	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 5 0	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	1 7 2	..
Religious observances, feasts and festivals	..	0 6 5	..
Payments to provident fund, trade union or co-operative society . .	..	..	..
Amusements and recreation . .	..	0 5 8	..
Education	..	0 4 10	..
Interest on debt	..	3 0 10	..
Others	..	1 2 5	..
Total Miscellaneous .	..	17 7 6	..
Total Monthly expenditure .	..	36 5 0	..
Balance of income over expenditure .	..	2 7 11	..

NOTE.—1 viss = 3·6 lbs.

* Not known.

TABLE V.

INDUSTRIAL CENTRE—YENANGYAUNG.

Burmese—Family.

Number of budgets .. 11

Number of equivalent adults 3·17

Average monthly income Rs. 42-11-4 (Money wages Rs. 37 9 2; Concessions, etc. 5 2 2)

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	27·73	7 0 11	7 10 5
Chana . . . . . ,,	·32	0 3 1	0 1 5
Musur . . . . . ,,	·36	0 2 7	0 2 6
Gur or *Tanyet* . . . . ,,	·91	0 5 7	0 6 4
Tea	..	0 9 3	0 9 3
Fish, fresh . . . . Viss	1·09	1 8 0	2 2 11
Fish, salted dry . . . ,,	·73	1 13 1	1 13 2
Fish, salted wet . . . ,,	·95	1 2 11	0 15 2
Beef . . . . . ,,	·91	1 1 10	0 14 7
Pork . . . . . ,,	·5	0 11 9	1 0 0
Salt . . . . . ,,	·48	0 1 5	0 1 2
Tamarind . . . . . ,,	..	0 0 6	0 0 6
Spices and other condiments . ..	..	0 12 8	0 12 8
Potatoes . . . . . Viss	·77	0 4 8	0 3 3
Onions . . . . . ,,	1·64	0 7 2	0 6 7
Fruit and other vegetables . . .	..	1 10 11	1 10 11
Sesamum oil . . . . Viss	1·64	2 10 9	1 10 3
Groundnut oil . . . . ,,	·18	0 2 11	0 2 6
Food bought and consumed away from home	..	1 7 5	1 7 5
Others	..	0 12 11	0 12 11
Total Food . .	..	23 2 4	22 15 11
Total Fuel and Lighting .	..	2 0 11	..
Total Clothing .	..	4 7 10	..
House Rent .	..	5 0 0	..
Total Household Requisites .	..	1 2 6	..
Remittances to dependants living in the village	..	0 4 4	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 3 8	..
Drink and drugs	..	0 0 9	..
Tobacco and *pan supari* . . .	..	1 4 9	..
Religious observances, feast and festivals	..	1 5 10	..
Payments to provident fund, trade union or co-operative society . .	..	..	..
Amusements and recreation . .	..	0 2 7	..
Education.	..	0 2 0	..
Interest on debt	..	1 10 0	..
Others	..	1 9 1	..
Total Miscellaneous .	..	6 10 11	..
Total Monthly expenditure .	..	42 8 5	..
Balance of income over expenditure .	..	0 2 11	..

NOTE.—1 viss = 3·6 lbs.

TABLE VI.

INDUSTRIAL CENTRE—YENANGYAUNG.

Uriyas—Single.

Number of budgets .. 8

Average monthly income Rs. 35-3-9 { Money wages Rs. 32 A. 3 P. 9 / Concessions, etc. 3 0 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs a. p.
Rice . . . . . Viss	14·00	4 0 0	3 8 0
Arhar . . . . . „	2·00	0 14 0	0 14 0
Fish, fresh . . . . . „	1·09	1 1 6	2 2 11
Fish, salted dry . . . . „	·26	0 8 0	0 10 5
Mutton (goat) . . . . . „	·09	0 3 0	0 2 11
Fowls	..	0 1 0	0 1 0
Tamarind . . . . . Viss	·5	0 2 0	0 3 0
Salt . . . . . „	·5	0 1 6	0 1 3
Spices and other condiments	..	0 4 5	0 4 5
Potatoes . . . . . Viss	1·06	0 4 3	0 4 6
Onions . . . . . „	·56	0 2 5	0 2 3
Fruits and other vegetables.	..	0 12 0	0 12 0
Sesamum oil . . . . Viss	·55	0 10 5	0 8 10
Food bought and consumed away from home	..	1 1 9	1 1 9
Others	..	0 4 3	0 4 3
Total Food . .	..	10 6 5	11 1 6
Total Fuel and Lighting .	..	0 14 2	..
Total Clothing	..	1 4 7	..
House Rent . .	..	3 0 0	..
Total Household Requisites .	..	0 5 0	..
Remittances to dependants living in the village	..	9 7 8	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 0 6	..
Drink and drugs	..	1 4 6	..
Tobacco and *pan supari*	..	1 11 0	..
Religious observances, feasts and festivals	..	0 12 6	..
Payments to provident fund, trade union or co-operative society . .	..	..	..
Amusements and recreation . .	..	0 0 6	..
Education.	..	..	..
Interest on debt	..	0 5 0	..
Others	..	1 5 2	..
Total Miscellaneous .	..	14 14 10	..
Total Monthly expenditure .	..	30 13 1	..
Balance of income over expenditure .	..	4 6 8	..

NOTE.—1 viss = 3·6 lbs.

TABLE VII.

INDUSTRIAL CENTRE—YENANGYAUNG.

Telugus—Family.

Number of budgets .. 4

Number of equivalent adults 2·97

Average monthly income Rs. 43-4-0 { Money wages Rs. 38 8 0; Concessions, etc. 4 12 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	31·00	8 0 11	7 12 0
Arhar . . . . . „	2·75	1 4 9	1 3 3
Urad . . . . . „	·38	0 2 8	0 2 1
Sugar, refined . . . . „	1·25	0 10 0	0 9 5
Gur . . . . . „	.5	0 3 3	0 3 6
Tea	..	0 7 3	0 7 3
Fish, fresh . . . . Viss	1·13	1 3 0	2 4 2
Fish, salted dry . . . „	·69	1 1 0	1 11 7
Mutton (goat) . . . . „	·69	1 8 3	1 6 1
Fowls	..	1 0 6	1 0 6
Milk, fresh . . . . Viss	·75	0 3 9	0 9 0
Milk, condensed . . . Tin	2·25	0 9 9	0 8 5
Ghee . . . . . Viss	·13	0 8 0	0 8 4
Salt . . . . . „	1·25	0 3 9	0 3 1
Tamarind . . . . „	·88	0 4 0	0 5 3
Spices and other condiments . .	..	0 15 0	0 15 0
Potatoes . . . . . Viss	1·25	0 6 5	0 5 4
Onions . . . . . „	·88	0 3 6	0 3 6
Fruit and other vegetables	..	1 6 0	1 6 0
Sesamum oil . . . . Viss	1·31	1 8 8	1 5 0
Food bought and consumed away from home	..	0 10 0	0 10 0
Total Food . .	..	22 8 3	23 10 9
Total Fuel and Lighting .	..	1 12 9	..
Total Clothing . .	..	2 10 3	..
House Rent . .	..	5 0 0	..
Total Household Requisites .	..	0 12 4	..
Remittances to dependants living in the village	..	2 8 0	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . .	..	..	..
Drink and drugs	..	1 8 0	..
Tobacco and *pan supari* . . .	..	1 0 0	..
Religious observances, feasts and festivals	..	0 9 0	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	..	..
Education	..	..	..
Interest on debt	..	3 2 0	..
Others	..	1 1 7	..
Total Miscellaneous .	..	9 12 7	..
Total Monthly expenditure .	..	42 8 2	..
Balance of income over expenditure .	..	0 11 10	..

NOTE.—1 viss = 3·6 lbs.

TABLE VIII.

INDUSTRIAL CENTRE—YENANGYAUNG.

Hindustanis—Single.

Number of budgets .. 5

Average monthly income Rs. 32-12-10 { Money wages Rs. 29 3 2; Concessions, etc. 3 9 7

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	4·7	1 6 5	1 4 4
Wheat flour . . . . . ,,	7·6	3 12 10	2 9 10
Arhar . . . . . ,,	2·2	1 0 0	0 15 5
Urad . . . . . ,,	·45	0 3 6	0 2 6
Chana . . . . . ,,	·25	0 1 3	0 1 2
Sugar, refined . . . . . ,,	·4	0 3 5	0 3 0
Tea	..	0 1 7	0 1 7
Fish, fresh . . . Viss	1·25	0 15 2	2 8 0
Ghee . . . . . ,,	·5	2 0 0	2 0 0
Salt . . . . . ,,	·45	0 1 8	0 1 2
Spices and other condiments . ..	..	0 6 10	0 6 10
Potatoes . . . . . Viss	1·8	0 8 0	0 7 8
Onions . . . . . ,,	·7	0 2 10	0 2 10
Fruit and other vegetables	..	0 14 5	0 14 5
Mustard oil . . . . Viss	·16	0 4 4	0 3 10
Food bought and consumed away from home	..	0 0 5	0 0 5
Others	..	0 6 9	0 6 9
Total Food . .	..	12 9 3	12 9 9
Total Fuel and Lighting .	..	1 2 5	..
Total Clothing .	..	1 11 6	..
House Rent .	..	3 0 0	..
Total Household Requisites .	..	0 10 3	..
Remittances to dependants living in the village	..	8 1 7	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	0 12 10	..
Religious observances, feasts and festivals	..	0 8 10	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	..	..
Education	..	..	..
Interest on debt	..	0 6 5	..
Others	..	1 0 7	..
Total Miscellaneous .	..	10 14 2	..
Total Monthly expenditure .	..	29 15 7	..
Balance of income over expenditure .	..	2 13 3	..

NOTE.—1 viss = 3·6 lbs.

TABLE IX.

INDUSTRIAL CENTRE—YENANGYAUNG.

Chittagonians—Single.

Number of budgets .. 5

Average monthly income Rs. 39-5-2 { Money wages Rs. 36 8 4; Concessions, etc. 2 12 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	10·4	2 11 0	2 9 7
Arhar . . . . . „	1·6	0 12 0	0 11 2
Sugar, refined . . . . . „	·2	0 1 10	0 1 6
Tea	..	0 1 10	0 1 10
Fish, fresh . . . . Viss	1·25	1 4 0	2 8 0
Fish, salted dry . . . . „	·4	0 12 5	1 0 0
Beef . . . . . „	1·0	1 0 0	1 0 0
Fowls	..	0 9 2	0 9 2
Mutton (goat) . . . . Viss	·2	0 6 5	0 6 5
Ghee . . . . . „	·3	1 4 1	1 3 2
Salt . . . . . „	·5	0 1 6	0 1 3
Spices and other condiments . ..	..	0 8 0	0 8 0
Potatoes . . . . . Viss	1·15	0 6 6	0 4 11
Onions . . . . . „	1·0	0 4 0	0 4 0
Fruit and other vegetables	..	0 12 5	0 12 5
Mustard oil . . . . Viss	·5	0 11 5	0 12 0
Food bought and consumed away from home	..	2 6 10	2 6 10
Total Food .	..	14 1 4	15 4 3
Total Fuel and Lighting .	..	1 6 1	..
Total Clothing .	..	2 5 2	..
House Rent .	..	3 0 0	..
Total Household Requisites .	..	0 9 6	..
Remittances to dependants living in the village	..	5 4 3	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	..	..
Tobacco and *pan supari*	..	1 9 7	..
Religious observances, feasts and festivals	..	0 9 7	..
Payments to provident fund, trade unions or co-operative society .	..	..	..
Amusements and recreation . .	..	2 6 5	..
Education	..	..	..
Interest on debt	..	0 12 10	..
Others	..	1 7 9	..
Total Miscellaneous .	..	12 2 5	..
Total Monthly expenditure .	..	33 8 5	..
Balance of income over expenditure .	..	5 12 9	..

NOTE.—1 viss = 3·6 lbs.

TABLE X.

INDUSTRIAL CENTRE—MYITNGE.

Burmese—Family.

Number of budgets .. 10 Rs. A P.

Number of equivalent adults 3·78 { Money wages 42 14 0

Average monthly income Rs. 43-2-10 { Concessions, etc. 0 4 10

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	37·5	9 14 2	10 5 8
Arhar . . . . . „	·1	0 0 10	0 0 8
Musur . . . . . „	·6	0 4 8	0 4 2
Sugar, refined . . . . . „	·7	0 5 7	0 5 3
Gur or *Tanyet* . . . . . „	·15	0 0 10	0 1 1
Tea	..	0 12 0	0 12 0
Fish, fresh . . . . Viss	1·5	1 11 7	3 1 7
Fish, salted dry . . . . „	1·01	2 1 9	2 8 5
Fish, salted wet . . . . „	·9	0 15 10	0 14 5
Beef . . . . . „	·45	0 7 2	0 7 2
Mutton (goat) . . . . . „	·13	0 4 0	0 4 2
Fowls	..	0 3 2	0 3 2
Pork . . . . . Viss	·59	1 2 10	1 2 11
Milk, condensed . . . . Tin	1·5	0 6 10	0 5 7
Salt . . . . . Viss	·5	0 1 6	0 1 3
Tamarind . . . . . „	·4	0 2 1	0 2 5
Spices and other condiments . ..	..	0 11 7	0 11 7
Potatoes . . . . . Viss	1·2	0 4 11	0 5 1
Onions . . . . . „	1·8	0 6 3	0 7 2
Fruit and other vegetables	..	1 10 5	1 10 5
Sesamum oil . . . . Viss	2·05	2 9 0	2 0 10
Food bought and consumed away from home	..	0 9 0	0 9 0
Others	..	0 10 10	0 10 10
Total Food .	..	25 12 10	27 6 10
Total Fuel and Lighting .	..	2 1 10	..
Total Clothing . .	..	4 12 7	..
House Rent . .	..	1 15 7	..
Total Household Requisites .	..	1 8 2	..
Remittances to dependants living in the village	..	0 11 2	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 1 5	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	1 4 0	..
Religious observances, feasts and festivals	..	1 8 10	..
Payments to provident fund, trade union or co-operative society .	..	0 14 5	..
Amusements and recreation . .	..	0 2 5	..
Education	..	0 3 2	..
Interest on debt	..	3 1 10	..
Others	..	0 12 10	..
Total Miscellaneous .	..	8 12 0	..
Total Monthly expenditure .	..	44 15 0	..
Balance of income over expenditure .	..	—1 12 2	..

NOTE.—1 viss = 3·6 lbs.

TABLE XI.

INDUSTRIAL CENTRE—MYITNGE.

Tamils and Telugus—Family.

Number of budgets .. 7

Number of equivalent adults 3·58

Average monthly income Rs. 44-6-1 { Money wages Rs. 41 4 11; Concessions, etc. 3 1 2

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	27·86	8 5 9	6 15 5
Wheat flour . . . . . ,,	5·96	2 6 0	2 0 9
Arhar . . . . . ,,	2·21	1 2 7	0 15 6
Urad . . . . . ,,	·64	0 4 6	0 3 6
Sugar, refined . . . . . ,,	·71	0 5 9	0 5 4
Gur . . . . . ,,	2·0	0 10 0	0 14 0
Coffee . . . . . ,,	·21	0 12 0	0 10 11
Fish, fresh . . . . . ,,	·82	1 0 9	1 10 3
Fish, salted dry . . . . . ,,	·29	0 8 0	0 11 7
Mutton (goat) . . . . . ,,	1·07	2 2 3	2 2 3
Fowl	..	0 8 0	0 8 0
Pork . . . . . Viss	·11	0 2 3	0 3 6
Milk, fresh . . . . . ,,	3·44	1 11 7	2 9 3
Ghee . . . . . ,,	·39	1 9 2	1 9 0
Salt . . . . . ,,	1·46	0 4 5	0 3 8
Tamarind . . . . . ,,	1·21	0 5 9	0 7 3
Spices and other condiments . ..	..	0 15 3	0 15 3
Potatoes . . . . . Viss	1·68	0 6 8	0 7 2
Onions . . . . . ,,	1·43	0 5 9	0 5 9
Fruit and other vegetables . ..	..	1 11 5	1 11 5
Sesamum oil . . . . . Viss	1·14	1 6 10	1 2 3
Food bought and consumed away from home	..	1 2 3	1 2 3
Others	..	0 1 9	0 1 9
Total Food . .	..	28 4 8	28 0 0
Total Fuel and Lighting .	..	2 3 3	..
Total Clothing . .	..	3 5 10	..
House Rent . .	..	1 15 5	..
Total Household Requisites .	..	1 5 0	..
Remittances to dependants living in the village	..	..	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 0 10	..
Drink and drugs	..	0 12 0	..
Tobacco and *pan supari* . . .	..	0 14 10	..
Religious observances, feasts and festivals	..	0 12 0	..
Payments to provident fund, trade union or co-operative society . . .	..	1 9 0	..
Amusements and recreation . .	..	0 0 3	..
Education	..	0 2 3	..
Interest on debt	..	1 11 10	..
Others	..	0 6 3	..
Total Miscellaneous .	..	6 5 5	..
Total Monthly expenditure .	..	43 7 8	..
Balance of income over expenditure .	..	0 14 5	..

NOTE.—1 viss = 3·6 lbs.

TABLE XII.

INDUSTRIAL CENTRE—MYITNGE.

Hindustanis—Single.

Number of budgets .. 3

Average monthly income Rs. 38-13-9 { Money wages Rs. 38 9 9 ; Concessions, etc. 0 4 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	4·67	1 5 4	1 4 2
Wheat flour . . . . . „	7·67	3 6 0	2 10 2
Arhar . . . . . „	2·33	1 2 8	1 0 4
Chana . . . . . „	·17	0 0 8	0 0 9
Sugar refined . . . . . „	1·5	0 14 0	0 11 3
Gur . . . . . „	·67	0 3 4	0 4 8
Tea	..	0 2 8	0 2 8
Mutton (goat) . . . . Viss	·17	0 5 4	0 5 5
Milk, fresh . . . . . „	6·5	3 4 0	4 14 0
Ghee . . . . . „	·75	3 0 0	3 0 0
Salt . . . . . „	.5	0 1 6	0 1 3
Spices and other condiments . ..	..	0 12 0	0 12 0
Potatoes . . . . . Viss	2·0	0 8 0	0 8 6
Onions . . . . . „	1·0	0 4 0	0 4 0
Fruit and other vegetables	..	0 13 4	0 13 4
Mustard oil . . . . Viss	·25	0 7 0	0 6 0
Food bought and consumed away from home	..	0 6 8	0 6 8
Others	..	0 4 0	0 4 0
Total Food .	..	17 4 6	17 13 2
Total Fuel and Lighting .	..	1 1 8	..
Total Clothing .	..	2 0 11	..
House Rent . .	..	1 5 4	..
Total Household Requisites .	..	0 11 11	..
Remittances to dependants living in the village	..	10 5 4	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	0 14 8	..
Religious observances, feasts and festivals	..	0 8 0	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 6 8	..
Education	..	..	..
Interest on debt	..	1 5 4	..
Others	..	0 3 8	..
Total Miscellaneous .	..	13 11 8	..
Total Monthly expenditure .	..	36 4 0	..
Balance of income over expenditure .	..	2 9 10	..

NOTE.—1 viss = 3·6 lbs.

TABLE XIII.

INDUSTRIAL CENTRE—MYITNGE.

Hindustanis—Family.

Number of budgets . . 8
Number of equivalent adults 3·12
Average monthly income Rs. 41-13-11 { Money wages Rs. 39 12 5; Concessions, etc. 2 1 6

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	17·38	4 15 5	4 11 4
Wheat flour . . . . . „	10·94	4 3 8	3 12 2
Arhar . . . . . „	2·31	1 2 6	1 0 2
Urad . . . . . „	·69	0 5 2	0 3 10
Chana . . . . . „	·88	0 3 6	0 4 0
Sugar, refined . . . . . „	1·19	0 9 9	0 8 11
Gur . . . . . „	·88	0 4 5	0 6 2
Tea	..	0 5 2	0 5 2
Fish, fresh . . . . Viss	·34	0 5 0	0 10·11
Mutton (goat) . . . . „	·28	0 9 0	0 9 0
Milk, fresh . . . . „	4·94	2 7 6	3 11 3
Ghee . . . . . „	·72	2 14 0	2 14 1
Salt . . . . . „	1·03	0 3 1	0 2 7
Spices and other condiments . ..	..	0 13 6	0 13 6
Potatoes . . . . . Viss	3·06	0 12 3	0 13 0
Onions . . . . . „	1·34	0 5 5	0 5 4
Fruit and other vegetables . ..	..	1 5 9	1 5 9
Mustard oil . . . . Viss	39	0 10 11	0 9 4
Food bought and consumed away from home	..	0 5 0	0 5 0
Others	..	0 2 0	0 2 0
Total Food .	..	22 14 10	23 9 6
Total Fuel and Lighting .	..	1 13 2	..
Total Clothing .	..	3 10 6	..
House Rent . .	..	1 13 0	..
Total Household Requisites .	..	1 4 5	..
Remittances to dependants living in the village	..	2 12 0	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	0 6 0	..
Tobacco and *pan supari*	..	1 0 3	..
Religious observances, feasts and festivals	..	0 15 0	..
Payments to provident fund, trade union or co-operative society . . .	..	2 10 11	..
Amusements and recreation . .	..	..	..
Education	..	0 4 9	..
Interest on debt	..	1 9 0	..
Others	..	0 9 6	..
Total Miscellaneous .	..	10 3 6	..
Total Monthly expenditure .	..	41 11 5	..
Balance of income over expenditure .	..	0 2 7	..

NOTE.—1 viss = 3·6 lbs.

TABLE XIV.

INDUSTRIAL CENTRE—BASSEIN.

Burmese—Family.

Number of budgets . . . 6
Number of equivalent adults . 2·95
Average monthly income Rs. 43-13-3 { Money wages Rs. 41 0 11; Concessions, etc. 2 12 4

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	31·67	6 13 8	8 11 11
Arhar . . . . . „	·25	0 1 8	0 1 9
Musur . . . . . „	·58	0 5 0	0 4 1
Tea	..	0 4 0	0 4 0
Fish, fresh . . . . Viss	4·67	4 10 8	9 5 5
Fish, salted dry . . . „	·95	1 8 0	2 6 0
Fish, salted wet . . . „	1·5	1 0 8	1 8 0
Beef . . . . . „	·83	1 0 8	0 13 3
Fowls	..	0 3 6	0 3 6
Pork . . . . . Viss	·30	0 11 0	0 9 7
Salt . . . . . „	·5	0 1 6	0 1 3
Tamarind . . . . . „	·08	0 0 8	0 0 6
Spices and other condiments . ..	..	0 9 8	0 9 8
Potatoes . . . . . Viss	·54	0 2 9	0 2 4
Onions . . . . . „	·83	0 4 3	0 3 4
Fruit and other vegetables . ..	..	1 4 0	1 4 0
Sesamum oil . . . Viss	·75	0 15 0	0 12 0
Groundnut oil . . . . „	·83	0 11 8	0 11 7
Food bought and consumed away from home	..	2 0 10	2 0 10
Others	..	0 10 0	0 10 0
Total Food .	..	23 7 2	30 11 0
Total Fuel and Lighting .	..	2 5 9	..
Total Clothing .	..	3 14 4	..
House Rent . .	..	2 13 4	..
Total Household Requisites .	..	1 1 9	..
Remittances to dependants living in the village	..	..	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 3 4	..
Drink and drugs	..	0 5 4	..
Tobacco and *pan supari* . . .	..	2 1 4	..
Religious observances, feasts and festivals	..	1 2 0	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 6 0	..
Education	..	0 2 0	..
Interest on debt	..	0 8 0	..
Others	..	0 8 4	..
Total Miscellaneous .	..	5 4 4	..
Total Monthly expenditure .	..	38 14 7	..
Balance of income over expenditure .	..	4 14 8	..

NOTE.—1 Viss = 3·6 lbs

TABLE XV.

INDUSTRIAL CENTRE—BASSEIN.

Telugus and Uriyas—Single.

Number of budgets . . . 7

Average monthly income Rs. 36-6-3 { Money wages Rs. 35 4 7; Concessions, etc. 1 1 9

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	14·86	3 4 7	3 11 5
Arhar . . . . . „	2·14	0 11 11	0 15 0
Chana . . . . . „	·07	0 0 5	0 0 4
Fish, fresh . . . . . „	1·48	1 7 9	2 15 4
Fish, salted dry . . . . „	·33	0 7 10	0 13 2
Beef . . . . . „	·29	0 6 10	0 4 8
Mutton (goat) . . . . . „	·28	0 9 2	0 9 0
Fowls	..	0 8 0	0 8 0
Milk, fresh . . . . . Viss	·93	0 7 5	0 11 2
Ghee . . . . . „	·11	0 6 10	0 7 0
Salt . . . . . „	·5	0 1 3	0 1 3
Tamarind . . . . . „	·5	0 2 8	0 3 0
Spices and other condiments . ..	..	0 7 0	0 7 0
Potatoes . . . . . Viss	1·14	0 6 5	0 4 10
Onions . . . . . „	1·00	0 5 9	0 4 0
Fruit and other vegetables	..	0 11 5	0 11 5
Sesamum oil . . . . Viss	·53	0 11 0	0 8 6
Food bought and consumed away from home	..	1 14 0	1 14 0
Others	..	0 6 10	0 6 10
Total Food . .	..	13 8 11	15 11 11
Total Fuel and Lighting .	..	1 2 7	..
Total Clothing .	..	2 3 0	..
House Rent . .	..	1 0 0	..
Total Household Requisites .	..	0 10 8	..
Remittances to dependants living in the village	..	11 13 9	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 3 5	..
Drink and drugs	..	1 1 9	..
Tobacco and *pan supari* . . .	..	1 5 9	..
Religious observances, feasts and festivals	..	0 4 5	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 2 10	..
Education	..	..	..
Interest on debt	..	1 0 7	..
Others	..	1 0 3	..
Total Miscellaneous .	..	17 0 9	..
Total Monthly expenditure .	..	35 9 10	..
Balance of income over expenditure .	..	0 12 5	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XVI.

INDUSTRIAL CENTRE—BASSEIN.

Tamils and Telugus—Family.

Number of budgets . . 4
Number of equivalent adults 2·56
Average monthly income Rs. 37-11-0 { Money wages Rs. 31 4 0; Concessions, etc. 6 7 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	31·25	6 14 6	7 13 0
Arhar . . . . . „	3·0	1 2 0	1 5 0
Sugar, refined . . . . . „	1·25	0 11 3	0 9 5
Tea	..	0 5 0	0 5 0
Fish, fresh . . . . Viss	3·25	2 12 0	6 8 0
Fish, salted dry . . . . „	·74	1 4 6	1 13 7
Mutton (goat) . . . . „	·81	1 10 0	1 9 11
Fowls	..	1 4 0	1 4 0
Milk, fresh . . . . Viss	1·0	0 8 0	0 12 0
Milk, condensed . . . Tin	1·5	0 5 0	0 5 8
Salt . . . . . Viss	1·25	0 2 9	0 3 2
Tamarind . . . . . „	1·38	0 7 2	0 8 3
Spices and other condaments . ..	..	1 0 6	1 0 6
Potatoes . . . . . Viss	1·44	0 6 11	0 6 1
Onions . . . . . „	1·38	0 7 2	0 5 6
Fruit and other vegetables	..	0 15 0	0 15 0
Sesamum oil . . . . Viss	1·0	1 5 0	1 0 0
Food bought and consumed away from home	..	0 13 0	0 13 0
Total Food . .	..	22 5 8	27 9 1
Total Fuel and Lighting .	..	2 0 5	..
Total Clothing .	..	2 12 3	..
House Rent . .	..	2 12 0	..
Total Household Requisites .	..	0 12 0	..
Remittances to dependants living in the village	..	..	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	1 14 0	..
Tobacco and *pan supari* . . .	..	1 9 0	..
Religious observances, feasts and festivals	..	0 3 0	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 2 0	..
Education	..	..	..
Interest on debt	..	..	..
Others	..	1 6 6	..
Total Miscellaneous .	..	5 2 6	..
Total Monthly expenditure .	..	35 12 9	..
Balance of income over expenditure .	..	1 14 3	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XVII.

INDUSTRIAL CENTRE—BASSEIN.

Hindustanis—Single.

Number of budgets .. 10

Average monthly income Rs. 29-10-10 { Money wages Rs. 27 6 5; Concessions, etc. 2 4 5

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	6·4	1 9 7	1 11 9
Wheat flour . . . . . „	6·65	2 7 11	2 4 7
Arhar . . . . . „	1·93	0 12 10	0 13 6
Urad . . . . . „	·45	0 3 1	0 2 6
Sugar, refined . . . . . „	·58	0 4 10	0 4 4
Tea	..	0 0 5	0 0 5
Milk, fresh . . . . . Viss	2·83	1 9 6	2 2 0
Ghee . . . . . „	·43	1 12 11	1 11 6
Salt . . . . . „	·48	0 1 1	0 1 2
Spices and other condiments	..	0 6 5	0 6 5
Potatoes . . . . . Viss	1·55	0 8 4	0 6 7
Fruit and other vegetables	..	0 11 2	0 11 2
Mustard oil . . . . . Viss	·20	0 4 10	0 4 10
Food bought and consumed away from home	..	0 0 5	0 0 5
Others	..	0 5 9	0 5 9
Total Food .	..	11 2 10	11 6 11
Total Fuel and Lighting .	..	1 1 6	..
Total Clothing .	..	2 3 3	..
House Rent . .	..	1 0 0	..
Total Household Requisites .	..	0 11 8	..
Remittances to dependants living in the village	..	10 14 5	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 5 7	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	0 10 7	..
Religious observances, feasts and festivals	..	0 4 10	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 2 0	..
Education	..	..	..
Interest on debt	..	..	..
Others	..	0 10 2	..
Total Miscellaneous .	..	12 15 7	..
Total Monthly expenditure .	..	29 2 10	..
Balance of income over expenditure .	..	0 7 11	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XVIII.

INDUSTRIAL CENTRE—BASSEIN.

Chittagonians—Single.

Number of budgets .. 9

Average monthly income Rs. 35-0-11 { Money wages Rs. 33 12 5; Concessions, etc. 1 4 5

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	11·00	2 10 8	2 12 0
Arhar . . . . . „	·56	0 3 7	0 3 11
Moong . . . . . „	·89	0 7 4	0 7 1
Sugar, refined . . . . . „	·11	0 1 1	0 0 10
Fish, fresh . . . . . „	1·39	1 6 8	2 12 6
Fish, salted dry . . . . . „	·35	0 7 7	0 14 0
Beef . . . . . „	·44	0 8 11	0 7 1
Mutton (goat) . . . . . „	·06	0 1 9	0 1 11
Fowls	..	0 15 4	0 15 4
Milk, fresh . . . . . Viss	·56	0 4 5	0 6 9
Salt . . . . . „	·5	0 1 3	0 1 3
Spices and other condiments . ..	..	0 6 3	0 6 3
Potatoes . . . . . Viss	·94	0 5 2	0 4 0
Onions . . . . . „	·75	0 4 5	0 3 0
Fruit and other vegetables	..	0 10 3	0 10 3
Mustard oil . . . . . Viss	·33	0 7 9	0 7 11
Food bought and consumed away from home	..	2 6 11	2 6 11
Others	..	0 2 5	0 2 5
Total Food .	..	11 15 7	13 11 5
Total Fuel and Lighting .	..	1 2 3	..
Total Clothing .	..	2 6 6	..
House Rent .	..	1 0 0	..
Total Household Requisites .	..	0 12 6	..
Remittances to dependants living in the village	..	12 10 8	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	0 4 0	..
Drink and drugs	..	..	..
Tobacco and *pan supari*	..	1 3 7	..
Religious observances, feasts and festivals	..	0 5 4	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 3 1	..
Education	..	..	..
Interest on debt	..	1 10 8	..
Others	..	0 10 11	..
Total Miscellaneous .	..	17 0 3	..
Total Monthly expenditure .	..	34 5 1	..
Balance of income over expenditure .	..	0 11 9	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XIX.

INDUSTRIAL CENTRE—MOULMEIN.

Burmese—Family.

Number of budgets -- 7
Number of equivalent adults 3·77
Average monthly income Rs. 38-2-1 { Money wages Rs. 35 12 7; Concessions, etc. 2 5 6

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	30·00	7 3 3	8 4 6
Sugar, refined . . . . . ,,	·5	0 4 0	0 3 9
Tea	..	0 8 7	0 8 7
Fish, fresh . . . . Viss	1·71	2 2 10	3 6 9
Fish, salted dry . . . . ,,	·5	0 10 0	1 4 0
Fish, salted wet . . . . ,,	·75	1 5 3	0 12 0
Beef . . . . . ,,	·54	0 10 0	0 8 8
Fowls	..	0 9 9	0 9 9
Pork . . . . . Viss	·04	0 2 0	0 1 3
Salt . . . . . ,,	1·43	0 3 7	0 3 7
Tamarind . . . . . ,,	1·13	0 6 11	0 6 9
Spices and other condiments . ..	..	0 9 9	0 9 9
Potatoes . . . . . Viss	·79	0 4 3	0 3 4
Onions . . . . . ,,	1·5	0 7 9	0 6 0
Fruit and other vegetables	..	1 10 2	1 10 2
Sesamum oil . . . . Viss	1	1 1 0	1 0 0
Food bought and consumed away from home	..	4 0 11	4 0 11
Others	..	0 3 3	0 3 3
Total Food .	..	22 7 4	24 7 0
Total Fuel and Lighting .	..	2 0 5	..
Total Clothing .	..	3 6 7	..
House Rent .	..	3 1 2	..
Total Household Requisites .	..	0 11 8	..
Remittances to dependants living in the village	..	..	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	0 1 9	..
Tobacco and *pan supari*	..	1 13 4	..
Religious observances, feasts and festivals	..	0 7 2	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 1 2	..
Education	..	0 10 3	..
Interest on debt	..	2 6 9	..
Others	..	1 2 2	..
Total Miscellaneous .	..	6 10 7	..
Total Monthly expenditure .	..	38 5 8	..
Balance of income over expenditure .	..	—0 3 8	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XX.

INDUSTRIAL CENTRE—MOULMEIN.

Telugus—Single.

Number of budgets .. 5

Average monthly income .. Rs. 25-4-0 { Money wages Rs. 23 12 10; Concessions, etc. 1 7 2

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	15·7	4 8 5	3 14 10
Arhar . . . . . ,,	1·3	0 8 10	0 9 1
Urad . . . . . ,,	·1	0 0 10	0 0 7
Sugar, refined . . . . . ,,	·2	0 1 7	0 1 6
Tea	..	0 0 7	0 0 7
Fish, fresh . . . . Viss	·8	0 12 10	1 9 7
Fish, salted dry . . . . ,,	·18	0 4 0	0 7 2
Mutton (goat) . . . . ,,	·38	0 11 7	0 12 2
Fowls	..	0 8 10	0 8 10
Milk, fresh . . . . Viss	·75	0 6 0	0 9 0
Salt . . . . . ,,	·6	0 1 6	0 1 6
Tamarind . . . . . ,,	·7	0 3 10	0 4 2
Spices and other condiments . ..	..	0 6 4	0 6 4
Potatoes . . . . . Viss	1·1	0 5 5	0 4 8
Onions . . . . . ,,	·85	0 4 3	0 3 5
Fruit and other vegetables	..	0 11 2	0 11 2
Sesamum oil . . . . Viss	·4	0 7 0	0 6 5
Food bought and consumed away from home	..	0 1 8	0 1 8
Others	..	0 1 2	0 1 2
Total Food .	..	10 9 9	11 1 10
Total Fuel and Lighting .	..	1 4 1	..
Total Clothing .	..	1 1 0	..
House Rent .	..	1 2 2	..
Total Household Requisites .	..	0 3 7	..
Remittances to dependants living in the village	..	5 1 7	..
Travelling to and from place of employment	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	2 13 2	..
Tobacco and *pan supari*	..	0 13 7	..
Religious observances, feasts and festivals	..	0 4 7	..
Payments to provident fund, trade union or co-operative society . . .	..	..	..
Amusements and recreation . .	..	0 4 0	..
Education	..	..	..
Interest on debt	..	0 12 10	..
Others	..	0 8 5	..
Total Miscellaneous .	..	10 10 2	..
Total Monthly expenditure .	..	24 14 9	..
Balance of income over expenditure .	..	0 5 3	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XXI.

INDUSTRIAL CENTRE—MOULMEIN.

Telugus—Family.

Number of Budgets .. 5

Number of equivalent adults 3·07

Average monthly income Rs. 41-4-1 { Money wages Rs. 34 6 5; Concessions, etc. 6 13 8

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. A. P.	Rs. A. P.
Rice . . . . . Viss	31·0	7 7 2	7 12 0
Arhar . . . . . „	1·6	0 11 8	0 11 2
Urad . . . . . „	·6	0 4 10	0 3 4
Moong . . . . . „	·35	0 2 11	0 2 10
Chana . . . . . „	·35	0 1 9	0 1 7
Sugar, refined . . . . . „	1·8	0 14 5	0 13 6
Gur . . . . . „	·2	0 1 2	0 1 5
Tea	..	0 4 5	0 4 5
Coffee	..	0 8 2	0 8 2
Fish, fresh . . . . Viss	1·25	1 4 0	2 8 0
Fish, salted dry. . . . . „	·55	0 10 5	1 6 0
Mutton (goat) . . . . . „	·15	0 5 5	0 4 10
Fowls	..	1 0 5	1 0 5
Milk, fresh . . . . Viss	4·35	2 2 8	3 4 2
Milk, condensed. . . . Tin	·8	0 3 2	0 3 0
Salt . . . . . Viss	1·4	0 3 6	0 3 6
Tamarind . . . . . „	1·6	0 7 10	0 7 10
Spices and other condiments . ..	..	1 1 0	1 1 0
Potatoes . . . . . Viss	1·1	0 5 2	0 4 8
Onions . . . . . „	1·5	0 7 6	0 6 0
Fruit and other vegetables	..	0 15 2	0 15 2
Sesamum oil . . . . Viss	1·0	1 1 7	1 0 0
Food bought and consumed away from home.	..	0 12 2	0 12 2
Total Food .	..	21 8 8	24 7 2
Total Fuel and Lighting .	..	2 0 8	..
Total Clothing .	..	2 15 10	..
House rent .	..	4 4 10	..
Total Household Requisites .	..	0 9 0	..
Remittances to dependants living in the village.	..	1 9 7	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	1 7 1	..
Tobacco and *pan supari* . . .	..	1 5 7	..
Religious observances, feasts and festivals.	..	0 10 5	..
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	0 0 7	..
Education.	..	0 3 2	..
Interest on debt	..	3 3 10	..
Others	..	1 3 7	..
Total Miscellaneous .	..	9 11 11	..
Total Monthly expenditure .	..	41 2 10	..
Balance of income over expenditure	..	0 1 3	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XXII.

INDUSTRIAL CENTRE—MOULMEIN.

Hindustanis—Single.

Number of budgets .. 8

Average monthly income Rs. 24-6-0 { Money wages Rs. 21 12 0; Concessions, etc. 2 10 0

JUNE 1930.

Item.	Quantity.	Cost.			Equivalent Rangoon values.		
		Rs.	a.	p.	Rs.	a.	p.
Rice . . . . . Viss	5·41	1	3	5	1	7	5
Wheat flour . . . . . „	6·63	2	8	6	2	4	6
Arhar . . . . . „	2·44	1	0	6	1	1	1
Urad . . . . . „	·34	0	2	8	0	1	10
Moong . . . . . „	·13	0	0	8	0	1	0
Musur . . . . . „	·06	0	0	6	0	0	5
Chana . . . . . „	·91	0	4	0	0	4	1
Sugar, refined . . . . . „	·47	0	3	9	0	3	6
Tea	..	0	2	3	0	2	3
Milk, fresh . . . . . Viss	3·56	1	12	6	2	10	9
Ghee . . . . . „	·50	2	0	6	2	0	0
Salt . . . . . „	·50	0	1	3	0	1	3
Spices and other condiments . ..	..	0	8	2	0	8	2
Potatoes . . . . . Viss	1·69	0	8	2	0	7	2
Onions . . . . . „	1·06	0	5	2	0	4	3
Fruit and other vegetables	..	0	8	6	0	8	6
Mustard oil . . . . Viss	0·18	0	4	9	0	4	4
Others	..	0	4	11	0	4	11
Total Food .	..	12	0	0	12	11	5
Total Fuel and Lighting .	..	1	2	2	..		
Total Clothing .	..	1	3	6	..		
House Rent .	..	1	9	5	..		
Total Household Requisites	..	0	6	9	..		
Remittances to dependants living in the village.	..	5	8	0	..		
Travelling to and from place of employment.	..	..			..		
Medicine and medical fees . . .	..	..			..		
Drink and drugs	..	0	0	6	..		
Tobacco and *pan supari* . . .	..	0	7	2	..		
Religious observances, feasts and festivals.	..	0	8	6	..		
Payments to provident fund, trade union or co-operative society.	..	..			..		
Amusements and recreation . .	..	..			..		
Education.	..	..			..		
Interest on debt	..	0	12	0	..		
Others	..	0	9	5	..		
Total Miscellaneous	..	7	13	6	..		
Total Monthly expenditure .	..	24	3	4	..		
Balance of income over expenditure .	..	0	2	8	..		

NOTE.—1 Viss = 3·6 lbs.

TABLE XXIII.

INDUSTRIAL CENTRE—MOULMEIN.

Chittagonians—Single.

Number of budgets . . . 5

Average monthly income Rs. 25-14-5 { Money wages Rs. 23 8 0; Concessions, etc. 2 6 5

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	12·5	2 15 7	3 2 0
Arhar . . . . . ,,	·3	0 2 1	0 2 1
Moong . . . . . ,,	·75	0 6 5	0 6 0
Musur . . . . . ,,	·2	0 1 7	0 1 5
Sugar, refined . . . . ,,	·25	0 2 0	0 1 11
Tea	..	0 3 10	0 3 10
Fish, fresh . . . . Viss	·8	0 12 10	1 9 7
Fish, salted dry . . . ,,	·15	0 4 7	0 6 0
Beef . . . . . ,,	1·0	1 0 0	1 0 0
Fowls	..	0 13 7	0 13 7
Milk, fresh . . . . Viss	·2	0 1 7	0 2 5
Milk, condensed . . . . Tin	·8	0 3 2	0 3 0
Ghee . . . . . Viss	·1	0 4 10	0 6 5
Salt . . . . . ,,	·47	0 1 2	0 1 2
Spices and other condiments . ..	..	0 5 7	0 5 7
Potatoes . . . . . Viss	·8	0 3 10	0 3 5
Onions . . . . . ,,	·65	0 3 0	0 2 7
Fruit and other vegetables	..	0 8 10	0 8 10
Mustard oil . . . . Viss	·24	0 6 7	0 5 9
Food bought and consumed away from home.	..	2 3 5	2 3 5
Others	..	0 0 5	0 0 5
Total Food .	..	11 9 2	12 9 5
Total Fuel and Lighting .	..	1 0 2	..
Total Clothing .	..	1 3 7	..
House Rent .	..	2 1 7	..
Total Household Requisites .	..	0 6 4	..
Remittances to dependants living in the village.	..	4 3 2	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	1 3 7	..
Religious observances, feasts and festivals.	..	0 12 10	..
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	..	..
Education.	..	..	..
Interest on debt	..	1 12 5	..
Others	..	0 9 2	..
Total Miscellaneous .	..	8 9 2	..
Total Monthly expenditure .	..	24 14 1	..
Balance of income over expenditure	..	1 0 4	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XXIV.

INDUSTRIAL CENTRE—MOULMEIN.

Chittagonians—Family.

Number of budgets . . 3

Number of equivalent adults . 2·73

Average monthly income Rs. 34-10-8 { Money wages Rs. 29 2 8; Concessions, etc. 5 8 0

JUNE 1930.

Item.	Quantity.	Cost.			Equivalent Rangoon values.		
		Rs.	a.	p.	Rs.	a.	p.
Rice . . . . . Viss	22·67	5	9	0	5	10	8
Arhar . . . . . ,,	·17	0	1	2	0	1	2
Urad . . . . . ,,	·13	0	0	8	0	0	9
Moong . . . . . ,,	·13	0	1	0	0	1	0
Chana . . . . . ,,	·5	0	2	4	0	2	3
Musur . . . . . ,,	·13	0	1	8	0	0	11
Sugar, refined . . . . . ,,	·5	0	4	0	0	3	9
Tea	..	0	2	8	0	2	8
Fish, fresh . . . . Viss	1·17	1	2	8	2	5	5
Fish, salted dry . . . . ,,	·83	0	14	4	2	1	2
Beef . . . . . ,,	·5	0	8	0	0	8	0
Mutton (goat) . . . . ,,	·04	0	0	10	0	1	3
Fowls	..	1	0	0	1	0	0
Milk, fresh . . . . Viss	·83	0	6	8	0	9	11
Salt . . . . . ,,	·83	0	2	1	0	2	1
Spices and other condiments . ..	..	0	9	4	0	9	4
Potatoes . . . . . Viss	·83	0	3	10	0	3	6
Onions . . . . . ,,	·92	0	4	6	0	3	8
Fruit and other vegetables	..	1	2	8	1	2	8
Sesamum oil . . . . Viss	·42	0	8	4	0	6	9
Mustard oil . . . . . ,,	·17	0	4	8	0	4	1
Food bought and consumed away from home.	..	3	0	8	3	0	8
Total Food .	..	16	11	1	19	1	8
Total Fuel and Lighting .	..	1	12	8	..		
Total Clothing .	..	2	5	10	..		
House Rent .	..	5	5	4	..		
Total Household Requisites .	..	0	8	0	..		
Remittances to dependants living in the village.	..	..			..		
Travelling to and from place of employment.	..	..			..		
Medicine and medical fees . . .	..	..			..		
Drink and drugs	..	..			..		
Tobacco and *pan supari* . . .	..	1	6	0	..		
Religious observances, feasts and festivals.	..	0	10	8	..		
Payments to provident fund, trade union or co-operative society.	..	..			..		
Amusements and recreation . .	..	..			..		
Education.	..	..			..		
Interest on debt	..	3	8	8	..		
Others	..	1	0	8	..		
Total Miscellaneous .	..	6	10	0	..		
Total Monthly expenditure	..	33	4	11	..		
Balance of income over expenditure	..	1	5	9	..		

NOTE.—1 Viss = 3·6 lbs.

TABLE XXV.

INDUSTRIAL CENTRE—NAMTU.

Burmese—Family.

Number of budgets . . . 6

Number of equivalent adults . 2·00

Average monthly income Rs. 41-14-8 { Money wages Rs. 40 2 8; Concessions, etc. 1 12 0

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	17·5	5 7 6	4 13 3
Musur . . . . . „	1·75	0 15 5	0 12 3
Sugar, refined . . . . . „	1·58	0 14 3	0 11 10
Gur or Tanyet . . . . . „	·25	0 2 6	0 1 9
Tea	..	1 3 8	1 3 8
Fish, salted dry . . . Viss	·97	2 9 4	2 6 10
Fish, salted wet . . . . „	·56	0 15 4	0 9 0
Beef . . . . . „	1·03	1 8 8	1 0 6
Mutton (goat) . . . . . „	·31	0 7 4	0 9 11
Fowls	..	0 2 8	0 2 8
Pork . . . . . Viss	·79	1 6 2	1 9 3
Milk, fresh . . . . . „	·33	0 2 8	0 4 0
Milk, condensed . . . . Tin	4·83	1 3 4	1 2 1
Salt . . . . . Viss	·5	0 2 0	0 1 3
Tamarind . . . . . „	·32	0 2 11	0 1 11
Spices and other condiments . ..	..	0 11 0	0 11 0
Potatoes . . . . . Viss	1·08	0 6 6	0 4 7
Onions . . . . . „	1·13	0 6 9	0 4 6
Fruit and other vegetables . ..	..	1 4 8	1 4 8
Sesamum oil . . . . Viss	1·08	1 10 0	1 1 3
Food bought and consumed away from home.	..	1 1 4	1 1 4
Others	..	0 10 7	0 10 7
Total Food .	..	23 10 7	21 0 1
Total Fuel and Lighting .	..	2 12 8	..
Total Clothing. .	..	4 12 2	..
House Rent .	..	2 8 0	..
Total Household Requisites .	..	1 6 7	..
Remittances to dependants living in the village.	..	0 6 8	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	0 6 8	..
Drink and drugs	..	0 4 0	..
Tobacco and *pan supari* . . .	..	2 3 4	..
Religious observances, feasts and festivals.	..	0 14 0	..
Payments to provident fund, trade union or co-operative society.	..	0 5 4	..
Amusements and recreation . .	..	0 5 8	..
Education.	..	0 13 4	..
Interest on debt	..	0 6 10	..
Others	..	1 2 0	..
Total Miscellaneous .	..	7 3 10	..
Total Monthly expenditure .	..	42 5 10	..
Balance of income over expenditure .	..	—0 7 2	..

NOTE.—1 Viss = 3·6 lbs.

TABLE XXVI.

INDUSTRIAL CENTRE—NAMTU.

Uriyas—Single.

Number of budgets . . . 15

Average monthly income Rs. 39-8-5 { Money wages Rs. a. p. 37 11 4 / Concessions, etc. 1 13 1

JUNE 1930.

Item.		Quantity.	Cost.			Equivalent Rangoon values.		
			Rs.	a.	p.	Rs.	a.	p.
Rice	Viss	7·43	2	12	0	1	13	9
Wheat flour	„	4·53	2	4	7	1	8	11
Arhar	„	1·8	0	15	3	0	12	7
Moong	„	·2	0	1	10	0	1	7
Musur	„	·07	0	0	7	0	0	6
Chana	„	·03	0	0	2	0	0	2
Sugar, refined	„	2·2	1	3	11	1	0	6
Tea	..	..	0	5	8	0	5	8
Fish, salted dry	Viss	·36	0	9	6	0	14	5
Mutton (goat)	„	·71	1	0	11	1	6	9
Milk, fresh	„	2·57	1	4	6	1	14	10
Milk, condensed	Tin	1·13	0	4	6	0	4	3
Ghee	Viss	·39	1	10	6	1	9	0
Salt	„	·5	0	1	10	0	1	3
Spices and other condiments	..	..	0	9	5	0	9	5
Potatoes	Viss	1·93	0	10	4	0	8	2
Onions	„	·87	0	5	0	0	3	6
Fruit and other vegetables	..	..	0	9	1	0	9	1
Sesamum oil	Viss	·15	0	3	9	0	2	5
Mustard oil	„	·22	0	6	10	0	5	4
Food bought and consumed away from home.	..	..	0	11	6	0	11	6
Others	..	..	0	1	9	0	1	9
Total Food	..	..	16	5	5	15	1	4
Total Fuel and Lighting	..	..	1	11	2	..		
Total Clothing	..	..	2	13	3	..		
House Rent	..	..	1	1	10	..		
Total Household Requisites	..	..	0	9	8	..		
Remittances to dependants living in the village.	..	..	10	3	2	..		
Travelling to and from place of employment.	..	..	..			..		
Medicine and medical fees	..	..	0	8	0	..		
Drink and drugs	..	..	0	2	8	..		
Tobacco and *pan supari*	..	..	1	7	6	..		
Religious observances, feasts and festivals.	..	..	0	6	3	..		
Payments to provident fund, trade union or co-operative society.	..	..	..			..		
Amusements and recreation	..	..	0	4	1	..		
Education	..	..	..			..		
Interest on debt	..	..	1	0	0	..		
Others	..	..	0	15	2	..		
Total Miscellaneous	..	..	14	14	10	..		
Total Monthly expenditure	..	..	37	8	2	..		
Balance of income over expenditure	..	..	2	0	3	..		

NOTE.—1 viss = 3·6 lbs.

TABLE XXVII.

INDUSTRIAL CENTRE—NAMTU.

Chittagonians—Single.

Number of budgets .. 13

Average monthly income Rs. 39-7-1 { Money wages Rs. 37 13 6 / Concessions, etc. 1 9 6

JUNE 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	9·23	3 6 11	2 4 11
Wheat flour . . . . . „	2·23	1 2 7	0 12 3
Arhar . . . . . „	·69	0 6 6	0 4 10
Moong . . . . . „	·35	0 3 6	0 2 10
Musur . . . . . „	·42	0 4 0	0 2 11
Sugar, refined . . . . . „	·88	0 8 0	0 6 7
Tea	..	0 2 6	0 2 6
Fish, fresh . . . . Viss	·10	0 4 7	0 3 2
Fish, salted dry . . . . „	·34	0 13 6	0 13 7
Beef . . . . . „	1·35	1 15 6	1 5 7
Mutton (goat) . . . . . „	0·8	0 1 10	0 2 7
Fowls	..	1 2 6	1 2 6
Milk, fresh . . . . Viss	·67	0 5 5	0 8 0
Milk, condensed. . . . Tin	1	0 4 0	0 3 9
Ghee . . . . . Viss	·24	1 0 0	0 15 4
Salt . . . . . „	·5	0 2 0	0 1 3
Spices and other condiments . ..	..	0 8 2	0 8 2
Potatoes . . . . . Viss	1·46	0 8 3	0 6 2
Onions . . . . . „	·96	0 5 4	0 3 10
Fruit and other vegetab'es	..	0 11 1	0 11 1
Mustard oil . . . . Viss	·45	0 13 10	0 10 10
Food bought and consumed away from home.	..	1 10 11	1 10 11
Others	..	0 1 5	0 1 5
Total Food . .	..	16 14 5	14 1 0
Total Fuel and Lighting .	..	1 10 4	..
Total Clothing .	..	3 3 0	..
House Rent .	..	1 1 6	..
Total Household Requisites .	..	0 11 5	..
Remittances to dependants living in the village.	..	8 1 3	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	0 8 0	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	1 14 11	..
Religious observances, feasts and festivals.	..	0 7 6	..
Payments to provident fund, trade union or co-operative society.	..	0 2 9	..
Amusements and recreation . .	..	0 2 7	..
Education.	..	..	..
Interest on debt	..	0 10 6	..
Others	..	0 15 3	..
Total Miscellaneous .	..	12 14 9	..
Total Monthly expenditure	..	36 7 6	..
Balance of income over expenditure	..	2 15 7	..

NOTE.—1 viss = 3·6 lbs.

TABLE XXVIII.

INDUSTRIAL CENTRE—NAMTU.

Gurkhas—Single.

Number of budgets .. 9

Average monthly income Rs. 38-4-0 (Money wages 36 9 9; Concessions, etc. 1 10 3)

JUNE 1930.

Item.	Quantity.	Cost.
		Rs. a. p.
Rice . . . . . Viss	7·89	2 15 4
Wheat flour . . . . . „	4·28	2 2 3
Arhar . . . . . „	1·33	0 12 4
Urad . . . . . „	·33	0 2 1
Chana . . . . . „	·61	0 3 5
Sugar, refined . . . . . „	2·06	1 2 10
Tea	..	0 7 4
Fish, salted dry . . . . . Viss	·28	0 1 4
Mutton (goat) . . . . . „	1·25	1 14 5
Milk, fresh . . . . . „	4·69	2 5 7
Ghee . . . . . „	·53	2 7 7
Salt . . . . . „	·49	0 1 11
Spices and other condiments	..	0 8 0
Potatoes . . . . . Viss	1·28	0 7 7
Onions	·73	0 4 6
Fruit and other vegetables	..	0 9 3
Food bought and consumed away from home . .	..	0 7 1
Total Food .	..	17 0 10
Total Fuel and Lighting . .	..	1 9 3
Total Clothing .	..	2 15 3
House Rent .	..	1 1 4
Total Household Requisites .	..	0 11 3
Remittances to dependants living in the village .	..	6 12 0
Travelling to and from place of employment . .	..	..
Medicine and medical fees	..	0 7 1
Drink and drugs	..	0 8 0
Tobacco and *pan supari*	..	1 9 9
Religious observances, feasts and festivals . .	..	0 7 4
Payments to provident fund, trade union or co-operative society.	..	0 4 0
Amusements and recreation	..	0 5 11
Education	..	..
Interest on debt	..	0 8 0
Others	..	0 13 3
Total Miscellaneous .	..	11 11 4
Total Monthly expenditure .	..	35 1 3
Balance of income over expenditure .	..	3 2 9

NOTE.—1 viss = 3·6 lbs.

TABLE XXIX.

INDUSTRIAL CENTRE—NAMTU.

Gurkhas (Miners)—Single.

Number of budgets .. 7

Average monthly income Rs. 40-4-7 { Money wages Rs. 37 8 0; Concessions, etc. 2 12 7

JUNE 1930.

Item.	Quantity.	Cost. Rs. a. p.
Rice . . . . . Viss	6·00	2 4 0
Wheat flour . . . . . „	6·29	3 2 3
Arhar . . . . . „	1·36	0 12 1
Urad . . . . . „	·07	0 0 7
Chana . . . . . „	1·18	0 7 1
Sugar, refined . . . . . „	2·21	1 3 11
Tea	..	0 13 2
Fish, salted dry . . . . . Viss	·10	0 4 7
Mutton (goat) . . . . . „	1·64	2 14 0
Milk, fresh . . . . . „	3·79	1 14 3
Ghee . . . . . „	·75	3 6 0
Salt . . . . . „	·47	0 1 10
Spices and other condiments	..	0 8 7
Potatoes . . . . . Viss	1·71	0 10 3
Onions . . . . . „	·93	0 5 7
Fruit and other vegetables	..	0 11 5
Total Food .	..	19 7 7
Total Fuel and Lighting .	..	1 13 6
Total Clothing .	..	2 13 2
House Rent .	..	1 2 3
Total Household Requisites .	..	0 14 10
Remittances to dependants living in the village .	..	7 0 5
Travelling to and from place of employment . .	..	..
Medicine and medical fees	..	..
Drink and drugs	..	1 9 2
Tobacco and *pan supari*	..	1 10 3
Religious observances, feasts and festivals . . .	..	0 6 0
Payments to provident fund, trade union or co-operative society.	..	..
Amusements and recreation	..	0 4 7
Education	..	..
Interest on debt	..	0 3 4
Others	..	1 6 3
Total Miscellaneous .	..	12 8 0
Total Monthly expenditure .	..	38 11 4
Balance of income over expenditure .	..	1 9 3

NOTE.—1 viss = 3·6 lbs

TABLE XXX.

INDUSTRIAL CENTRE—NAMTU.

Maingtha—Family.

Number of budgets .. 6

Number of equivalent adults 2·59 | Average monthly income Rs. 41-14-8

Rs.	a.	p.
Money wages 37	14	8
Concessions, etc. 4	0	0

June 1930.

Item.	Quantity.	Cost. Rs. a. p.
Rice . . . . . Viss	21·6	4 13 4
Sugar, refined . . . . . „	·83	0 7 6
Tea	..	0 8 4
Fish, fresh . . . . . Viss	·08	0 3 4
Fish, salted dry . . . . . „	·45	0 13 8
Fish, tinned . . . . . Tin	·15	0 11 4
Beef . . . . . Viss	3·63	5 7 0
Fowls	..	1 11 4
Pork . . . . . Viss	3·0	5 4 0
Milk, condensed . . . . . Tin	4·67	1 2 8
Salt . . . . . Viss	·79	0 3 2
Swantang	..	0 11 6
Potatoes . . . . . Viss	2·42	0 14 0
Onions . . . . . „	·92	0 5 6
Fruit and other vegetables	..	2 5 4
Pork oil . . . . . Viss	·90	1 5 8
Food bought and consumed away from home . .	..	0 5 4
Others	..	0 3 8
Total Food .	..	27 8 8
Total Fuel and Lighting .	..	2 2 6
Total Clothing .	..	3 8 5
House Rent .	..	2 9 4
Total Household Requisites.	..	0 10 10
Remittances to dependants living in the village .	..	..
Travelling to and from place of employment . .	..	..
Medicine and medical fees	..	0 6 8
Drink and drugs	..	1 12 0
Tobacco and *pan supari*	..	1 8 0
Religious observances, feasts and festivals . .	..	0 1 6
Payments to provident fund, trade union or co-operative society.	..	..
Amusements and recreation	..	0 3 2
Education	..	0 0 8
Interest on debt	..	1 0 0
Others	..	0 11 2
Total Miscellaneous .	..	5 11 2
Total Monthly expenditure .	..	42 2 11
Balance of income over expenditure	..	—0 4 3

NOTE.—1 viss = 3·6 lbs.

TABLE XXXI.

INDUSTRIAL CENTRE—NAMTU.

Chinese—Family.

			Rs.	a.	p.
Number of budgets	.. 3				
Number of equivalent adults	3·27	Money wages	38	8	8
Average monthly income	42-12-8	Concessions, etc.	4	4	0

June 1930.

Item.	Quantity.	Cost Rs.	a.	p.
Rice . . . . . Viss	26·33	9	14	0
Sugar, refined . . . . . „	·78	0	7	6
Tea	..	0	9	4
Fish, tinned . . . . . Tin	4·67	2	14	8
Beef . . . . . Viss	1·17	1	12	0
Fowls	..	1	10	8
Pork . . . . . Viss	2·0	3	8	0
Milk, fresh . . . . . „	·67	0	5	4
Salt . . . . . „	1·06	0	4	2
Swantang	..	0	10	8
Bean sauce . . . . . Tin	3·0	1	14	0
Potatoes . . . . . Viss	2·17	0	10	10
Fruit and other vegetables	..	1	1	4
Pork oil. . . . . Viss	1.06	1	9	4
Total Food .	..	27	3	10
Total Fuel and Lighting .	..	2	10	8
Total Clothing .	..	4	9	10
House Rent .	..	2	0	0
Total Household Requisites .	..	1	0	1
Remittances to dependants living in the village .	..	..		
Travelling to and from place of employment . .	..	..		
Medicine and medical fees	..	..		
Drink and drugs	..	1	10	8
Tobacco and *pan supari*	..	2	8	0
Religious observances, feasts and festivals . .	..	0	8	0
Payments to provident fund, trade union or co-operative society	..	..		
Amusements and recreation	..	0	2	8
Education	..	..		
Interest on debt	..	..		
Others	..	0	14	8
Total Miscellaneous .		5	12	0
Total Monthly expenditure .	..	43	4	5
Balance of income over expenditure . .	..	—0	7	9

NOTE.—1 viss = 3·6 lbs.

TABLE XXXII.

MINING AREA—TAVOY AND MERGUI.

Uriyas—Single.

Number of budgets .. 4

Average monthly income Rs. 35-0-0 { Money wages Rs. 30 8 0; Concessions, etc. 4 8 0

June 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	17·5	4 2 0	4 6 0
Wheat flour . . . . . „	1·0	0 8 0	0 5 6
Arhar . . . . . „	3·5	1 12 0	1 8 6
Sugar, refined . . . . . „	·25	0 3 0	0 1 11
Tea	..	0 1 9	0 1 9
Fish, fresh . . . . Viss	·06	0 2 0	0 1 11
Fish, salted dry . . . . „	·13	0 4 6	0 5 2
Mutton (goat) . . . . . „	·06	0 4 0	0 1 11
Milk, fresh . . . . . „	5·75	2 14 0	4 5 0
Ghee . . . . . „	·25	1 0 0	1 0 0
Salt . . . . . „	·5	0 1 11	0 1 3
Spices and other condiments . .	..	0 13 0	0 13 0
Potatoes . . . . . Viss	1·38	0 11 0	0 5 10
Onions . . . . . „	1·63	0 13 0	0 6 6
Fruit and other vegetables . . .	..	0 15 0	0 15 0
Sesamum oil . . . . Viss	·38	0 9 0	0 6 1
Mustard oil . . . . . „	·38	0 9 0	0 9 2
Total Food .	..	15 11 2	15 14 6
Total Fuel and Lighting .	..	1 7 11	..
Total Clothing .	..	1 8 4	..
House Rent .	..	1 0 0	..
Total Household Requisites .	..	0 6 3	..
Remittances to dependants living in the village.	..	6 0 0	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	0 8 0	..
Drink and drugs	..	..	..
Tobacco and *pan supari* . . .	..	2 4 6	..
Religious observances, feasts and festivals.	..	0 9 0	..
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	0 4 0	..
Education	..	..	..
Interest on debt	..	0 8 0	..
Others	..	1 6 0	..
Total Miscellaneous .	..	11 7 6	..
Total Monthly expenditure .	..	31 9 1	..
Balance of income over expenditure	..	3 6 11	..

NOTE.—1 viss = 3·6 lbs.

TABLE XXXIII.

MINING AREA—TAVOY AND MERGUI.

Chittagonians—Single.

Number of budgets .. 3

Average monthly income Rs. 38-2-0 { Money wages Rs. 32 10 8; Concessions, etc. 5 7 4

June 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	9·67	2 8 0	2 6 8
Arhar . . . . . „	1·17	0 9 4	0 8 2
Moong . . . . . „	·33	0 3 0	0 2 8
Musur . . . . . „	1·00	0 9 4	0 7 0
Chana . . . . . „	·33	0 2 8	0 1 6
Sugar, refined . . . . . „	·67	0 6 8	0 5 0
Tea	..	0 6 6	0 6 6
Fish, fresh . . . . Viss	1·5	1 13 4	3 0 0
Fish, salted dry . . . . „	·25	0 8 0	0 10 0
Fowls	..	1 6 8	1 6 8
Milk, fresh . . . . Viss	4·58	2 4 8	3 7 0
Ghee . . . . . „	·09	0 5 4	0 5 9
Salt . . . . . „	·5	0 2 0	0 1 3
Spices and other condiments . .	..	0 10 4	0 10 4
Potatoes . . . . . Viss	1·0	0 8 0	0 4 3
Onions . . . . . „	1·33	0 10 8	0 5 4
Fruit and other vegetables . . .	..	1 0 0	1 0 0
Mustard oil . . . . Viss	·58	0 13 0	0 13 11
Total Food .	..	14 15 6	16 6 0
Total Fuel and Lighting .	..	1 5 8	..
Total Clothing .	..	2 4 6	..
House Rent .	..	1 0 0	..
Total Household Requisites .	..	0 6 7	..
Remittances to dependants living in the village.	..	9 5 4	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	0 8 0	..
Drink and drugs	..	..	..
Tobacco and *pan supari*	..	2 10 8	..
Religious observances, feasts and festivals.	..	0 12 0	..
Payments to provident funds, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	0 5 4	..
Education.	..	..	..
Interest on debt	..	..	..
Others	..	1 6 4	..
Total Miscellaneous .	..	14 15 8	..
Total Monthly expenditure	..	34 15 11	..
Balance of income over expenditure .	..	3 2 1	..

NOTE.—1 viss = 3·6 lbs.

TABLE XXXIV.

RUBBER PLANTATION—TAVOY AND MERGUI.

Burmese—Family.

Number of budgets .. 4

Number of equivalent adults 2·83

Average monthly income Rs. 43-10-0 { Money wages Rs. 32 8 0; Concessions, etc. 11 2 0

June 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	28·75	6 10 6	7 15 0
Chana . . . . . „	·25	0 1 6	0 1 2
Musur . . . . . „	·25	0 2 0	0 1 9
Sugar, refined . . . . . „	·69	0 5 8	0 5 2
Tea	..	0 11 6	0 11 6
Fish, fresh . . . . Viss	1·38	1 8 0	2 12 2
Fish, salted dry . . . . „	1·0	1 11 0	2 8 0
Fish, salted wet . . . . „	1·0	0 7 9	1 0 0
Beef . . . . . „	·25	0 9 0	0 4 0
Fowls	..	0 8 0	0 8 0
Milk, fresh . . . . Viss	4·25	2 2 0	3 3 0
Milk, condensed . . . . Tin	1·0	0 4 6	0 3 9
Salt . . . . . Viss	1·13	0 3 5	0 2 10
Tamarind . . . . . „	·35	0 2 6	0 2 1
Spices and other condiments . .	..	0 8 9	0 8 9
Potatoes . . . . Viss	·75	0 6 0	0 3 2
Onions . . . . . „	1·38	0 10 6	0 5 6
Fruit and other vegetables . .	..	1 4 0	1 4 0
Sesamum oil . . . . Viss	1·44	1 7 9	1 7 1
Food bought and consumed away from home.	..	2 5 0	2 5 0
Others	..	0 0 3	0 0 3
Total Food .	..	22 1 6	26 0 2
Total Fuel and Lighting .	..	3 11 0	..
Total Clothing .	..	4 0 2	..
House Rent .	..	4 14 0	..
Total Household Requisites .	..	0 15 9	..
Remittances to dependants living in the village.	..	..	..
Travelling to and from place of employment.	..	0 4 0	..
Medicine and medical fees . .	..	0 9 0	..
Drink and drugs	..	0 12 8	..
Tobacco and *pan supari* . . .	..	2 2 0	..
Religious observances, feasts and festivals.	..	1 8 6	..
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	0 9 0	..
Education.	..	0 8 0	..
Interest on debt	..	1 11 0	..
Others	..	2 1 6	..
Total Miscellaneous .	..	10 1 8	..
Total Monthly expenditure .	..	45 12 9	..
Balance of income over expenditure .	..	—2 2 0	..

NOTE.—1 viss = 3·6 lbs.

TABLE XXXV.

RUBBER PLANTATION—TAVOY AND MERGUI.

Telugus and Uriyas—Single.

Number of budgets .. 13

Average monthly income Rs. 26-3-1 { Money wages Rs. 22 11 8; Concessions, etc. 3 7 5

June 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	15·54	3 11 9	3 14 2
Arhar . . . . . „	2·08	1 1 0	0 14 7
Moong . . . . . „	·12	0 1 0	0 1 0
Sugar, *refined* . . . . . „	·91	0 9 1	0 6 10
Tea	..	0 2 9	0 2 9
Fish, fresh . . . . Viss	·81	0 12 11	1 9 11
Fish, salted dry . . . „	·29	0 6 0	0 11 7
Beef . . . . . „	·08	0 1 3	0 1 3
Mutton (goat) . . . . „	·18	0 8 11	0 5 9
Fowls	..	0 14 0	0 14 0
Pork . . . . . Viss	0·7	0 2 6	0 2 3
Milk, fresh . . . . „	1·08	0 8 7	0 13 0
Milk, condensed. . . . Tin	·62	0 2 5	0 2 4
Salt . . . . . Viss	·5	0 1 10	0 1 3
Tamarind . . . . . „	·38	0 2 8	0 2 3
Spices and other condiments . .	..	0 12 7	0 12 7
Potatoes . . . . . Viss	·38	0 3 1	0 1 7
Onions . . . . . „	·77	0 6 2	0 3 1
Fruit and other vegetables . . .	..	0 13 10	0 13 10
Sesamum oil . . . . Viss	·5	0 10 2	0 8 0
Food bought and consumed away from home.	..	0 1 9	0 1 9
Total Food .	..	12 6 3	12 15 9
Total Fuel and Lighting	..	1 4 8	..
Total Clothing .	..	1 6 9	..
House Rent .	..	1 0 0	..
Total Household Requisites .	..	0 4 10	..
Remittances to dependants living in the village.	..	4 0 7	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	1 3 11	..
Tobacco and *pan supari* . . .	..	1 9 4	..
Religious observances, feasts and festivals.	..	0 6 6	..
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	..	..
Education.	..	..	..
Interest on debt	..	0 4 5	..
Others	..	1 5 5	..
Total Miscellaneous .	..	8 14 2	..
Total Monthly expenditure .	..	25 4 9	..
Balance of income over expenditure .	..	0 14 4	..

NOTE.—1 viss = 3·6 lbs.

TABLE XXXVI.

RUBBER PLANTATION.—TAVOY AND MERGUI.

Telugus—Family.

Number of budgets .. 9

Number of equivalent adults 2·84

Average monthly income Rs. 39-15-3 { Money wages Rs. 33 7 3; Concessions, etc. 6 8 0

June 1930.

Item.	Quantity.	Cost.	Equivalent Rangoon values.
		Rs. a. p.	Rs. a. p.
Rice . . . . . Viss	38·89	9 1 4	9 11 7
Arhar . . . . . ,,	3·5	1 12 11	1 8 6
Moong . . . . . ,,	·39	0 3 4	0 3 1
Chana . . . . . ,,	·11	0 0 8	0 0 6
Sugar, refined . . . . ,,	1·28	0 13 1	0 9 7
Tea	..	0 2 9	0 2 9
Fish, fresh . . . . Viss	1·11	1 1 7	2 3 6
Fish, salted dry . . . ,,	·61	0 12 0	1 8 5
Beef . . . . . ,,	·72	0 15 1	0 11 6
Mutton (goat) . . . . ,,	·34	1 1 9	0 10 11
Fowls	..	2 2 3	2 2 3
Pork . . . . . Viss	·22	0 7 1	0 7 0
Milk, fresh . . . . ,,	1·67	0 13 4	1 4 0
Milk, condensed. . . . Tin	·78	0 3 9	0 2 11
Salt . . . . . Viss	1·17	0 3 10	0 2 11
Tamarind . . . . ,,	1·39	0 10 8	0 8 4
Spices and other condiments . .	..	1 9 3	1 9 3
Potatoes . . . . . Viss	·06	0 0 5	0 0 3
Onions . . . . . ,,	1·11	0 8 4	0 4 5
Fruit and other vegetables . . .	..	0 12 8	0 12 8
Sesamum oil . . . . Viss	·83	0 15 5	0 13 3
Food bought and consumed away from home.	..	0 4 5	0 4 5
Total Food .	..	24 12 0	25 14 0
Total Fuel and Lighting .	..	2 4 9	..
Total Clothing .	..	2 12 9	..
House Rent .	..	2 3 7	..
Total Household Requisites .	..	0 6 3	..
Remittances to dependants living in the village.	..	1 1 9	..
Travelling to and from place of employment.	..	..	..
Medicine and medical fees . . .	..	..	..
Drink and drugs	..	2 14 8	..
Tobacco and *pan supari* . . .	..	1 13 1	..
Religious observances, feasts and festivals.	..	0 6 3	
Payments to provident fund, trade union or co-operative society.	..	..	..
Amusements and recreation . .	..	0 0 3	..
Education	..	..	..
Interest on debt	..	0 5 7	..
Others	..	1 8 10	..
Total Miscellaneous .	..	8 2 5	..
Total Monthly expenditure .	..	40 9 8	..
Balance of income over expenditure .	..	—0 10 5	..

NOTE.—1 viss = 3·6 lbs.

APPENDIX II.

Extracts from Cost of Living Index for the Working Classes in Rangoon for June 1930 as published by the Director of Statistics and Labour Commissioner, Burma.

A.—Burmese.

Articles.	Unit of quantity.	Quantity.	Cost.	
			1913.	June 1930.
			Rs.	Rs.
Cereals—				
Rice—Kamakyi, 2nd quality	pyi	14·00	3·878	4·256
Rice—Sabanet, 2nd quality	,,	10·00	3·220	4·060
Wheat flour (Rangoon *Atta*)	viss	·75	·188	·258
Total—Cereals	..	..	7·286	8·574
Index Numbers—Cereals	..	..	*100*	*118*
Pulses—				
Sadawbe	pyi	·75	·246	·266
Index Numbers—pulses	..	..	*100*	*108*
Other Food Articles—				
Sugar (Java white)	viss	·50	·172	·235
Tea (Lipton, red label)	lb.	·50	·375	·688
Fish, fresh (ordinary)	viss	5·00	5·000	10·000
Fish, salted dry (Bombay Kathabong)	,,	·50	·375	1·250
Fish, salted wet (common)	,,	·75	·563	·750
Beef (2nd sort)	,,	3·00	3·000	3·000
Pork	,,	·25	·500	·500
Milk, condensed (Cow's head)	tin	3·00	·609	·702
Salt (Liverpool)	viss	·50	·063	·078
Tamarind	,,	·25	·086	·094
Chillies (Paleik)	,,	·75	·492	·750
Potatoes	,,	·50	·125	·133
Onions	,,	2·00	·500	·500
Sesamum oil	,,	1·50	1·875	1·500
Total—Other Food Articles	..	..	13·735	20·180
Index Numbers—Other Food Articles	..	..	*100*	*147*
Total—All Food Articles	..	..	21·267	29·020
Index Numbers—All Food Articles	..	..	*100*	*136*
Clothing and household requisites—				
Silk, Mandalay	yard	·50	1·750	2·125
Woven Sarong, Dutch (Elephant brand).	,,	2·00	·876	1·688
Longcloth (Swadeshi Mill)	,,	2·50	·548	·938
White Twill (Snake brand)	,,	1·50	·422	·563
Lawn (Sinrni brand)	,,	1·50	·477	·938
Total—Clothing and Household Requisites.	..	..	4·072	6·252
Index Numbers—Clothing and Household Requisites.	..	..	*100*	*153*
Rent	..	..	5·000	7·500
Index Numbers—Rent	..	..	*100*	*150*

A.—Burmese—*concld.*

Articles.	Unit of quantity.	Quantity.	Cost.	
			1913.	June 1930.
			Rs.	Rs.
Fuel and Lighting—				
Firewood (Nebe, Didu, etc.)	100 pieces.	·08	1·200	1·340
Kerosene Victoria	bottle	5·00	·555	·940
Total—Fuel and Lighting	..	..	1·755	2·280
Index Numbers—Fuel and Lighting	..	..	*100*	*130*
Miscellaneous—				
Soap (white dhobi soap No. 1)	cake	12·00	·840	1·128
Cheroots	100	2·00	3·000	3·000
Total—Miscellaneous	..	..	3·840	4·128
Index Numbers—Miscellaneous	..	..	*100*	*107*
GRAND TOTAL	..	..	35·935	49·189
Cost of Living—Index Numbers	..	..	*100*	*137*

NOTE.—1 pyi = 4·50 lbs. and 1 viss = 3·60 lbs.

B.—Tamils, Telugus and Uriyas.

Articles.	Unit of quantity.	Quantity.	Cost.	
			1913.	June 1930.
Cereals—			Rs.	Rs.
Rice—Ngasein, 2nd quality	viss	12·00	2·652	3·000
Index Numbers—Cereals	..	..	*100*	*113*
Pulses—				
Arhar	viss	1·00	·281	·438
Index Numbers—pulses	..	..	*100*	*156*
Other Food Articles—				
Sugar (Java white)	viss	·25	·086	·117
Tea (Lipton, red label)	lb.	·20	·150	·275
Fish, fresh (ordinary)	viss	·75	·750	1·500
Fish, salted, dry (Bombay Kathabong)	,,	·33	·247	8·25
Mutton (goat)	,,	·50	·625	1·000
Milk, condensed (Cow's head)	tin	1·50	·304	·351
Salt (Liverpool)	viss	·50	·063	·078
Tamarind	,,	·50	·172	·188
Chillies (Paleik)	,,	·50	·328	·500
Potatoes	,,	·50	·125	·133
Onions	,,	·50	·125	·125
Sesamum oil	,,	·33	·413	·330
Total—Other Food Articles	..	..	3·388	5·422
Index Numbers—Other Food Articles	..	..	*100*	*160*
Total—All Food Articles	..	..	6·321	8·860
Index Numbers—All Food Articles	..	..	*100*	*140*
Clothing and Household Requisites—				
Mull (Swadeshi Mill)	yard	·50	·110	·188
Grey Shirting (Bombay Mill)	,,	2·50	·470	·625
Khaki Twill (Snake brand)	,,	·75	·235	·329
Total—Clothing and Household Requisites.	..	..	·815	1·142
Index Numbers—Clothing and Household Requisites.	..	..	*100*	*140*
Rent	..	..	1·000	1·800
Index Numbers—Rent	..	..	*100*	*180*
Fuel and Lighting—				
Firewood (Nebe, Didu etc.)	100 pieces	·04	·600	·670
Kerosene (Victoria)	bottles	1·00	·111	·188
Total—Fuel and Lighting	..	..	·711	·858
Index Numbers—Fuel and Lighting	..	..	*100*	*121*
Miscellaneous—				
Soap (white dhobi soap No. 1)	cake	5·00	·350	·470
Cheroots	100	1·00	1·500	1·500
Toddy	quarts	3·00	·282	·375
Hlawzaye (peye)	,,	8·00	1·504	1·504
Total—Miscellaneous	..	..	3·636	3·849
Index Numbers—Miscellaneous	..	..	*100*	*106*
GRAND TOTAL	..	..	12·483	16·509
Cost of Living—Index Numbers	..	..	*100*	*132*

NOTE.—1 viss = 3·60 lbs.

C.—Hindustanis.

Articles.	Unit of quantity.	Quantity.	Cost. 1913.	Cost. June 1930.
			Rs.	Rs.
Cereals—				
Rice—Kamakyi, 2nd quality	viss	5·00	1·140	1·250
Rice—Sabanet, 2nd quality	,,	2·50	·620	·783
Wheat flour (Rangoon *Atta*)	,,	4·50	1·125	1·548
Total—Cereals	..	..	2·885	3·581
Index Numbers—Cereals	..	..	*100*	*124*
Pulses—				
Arhar (Cawnpore, 2nd sort)	viss	2·50	·703	1·095
Index Numbers—Pulses	..	..	*100*	*156*
Other Food Articles—				
Fish, fresh (ordinary)	viss	·25	·250	·500
Milk, fresh	,,	·50	·250	·375
Ghee (Patiram)	,,	·30	·713	1·200
Salt (Liverpool)	,,	·50	·063	·078
Chillies (Paleik)	,,	·25	·164	·250
Potatoes	,,	1·25	·313	·333
Onions	,,	·25	·063	·063
Mustard oil	,,	·17	·213	·255
Total—Other Food Articles	..	..	2·029	3·054
Index Numbers—Other Food Articles	..	..	*100*	*151*
Total—All Food Articles.	..	..	5·617	7·730
Index Numbers—All Food Articles	..	..	*100*	*138*
Clothing and Household Requisites—				
Grey Shirting (Bombay Mill)	yard	2·50	·470	·625
Longcloth (Swedeshi Mill)	,,	·50	·110	·188
Khaki Twill (Snake brand)	,,	·50	·157	·219
Total—Clothing and Household Requisites.	..	..	·737	1·032
Index Numbers—Clothing and Household Requisites.	..	..	*100*	*140*
Rent	..	..	1·000	1·800
Index Numbers—Rent	..	..	*100*	*180*
Fuel and Lighting—				
Firewood (Nebe, Didu, etc.)	100 pieces	·04	·600	·670
Kerosene (Victoria)	bottle	1·00	·111	·188
Total—Fuel and Lighting.	..	..	·711	·858
Index Numbers—Fuel and Lighting.	..	..	*100*	*121*
Miscellaneous—				
Soap (white dhobi soap No. 1)	cake	4·00	·280	·376
Cheroots	100	·50	·750	·750
Total—Miscellaneous	..	..	1·030	1·126
Index Numbers—Miscellaneous	..	..	*100*	*109*
GRAND TOTAL	..	..	9·095	12·546
Cost of Living—Index Numbers	..	..	*100*	*138*

NOTE.—1 viss = 3·60 lbs.

D.—Chittagonians.

Articles.	Unit of quantity.	Quantity.	Cost.	
			1913.	June 1930
			Rs.	Rs.
Cereals—				
Rice—Kamakyi, 2nd quality	viss	11·00	2·508	2·750
Index Numbers—Cereals	..	..	*100*	*110*
Pulses—				
Moong	viss	1·75	·656	·875
Index Numbers—Pulses	..	..	*100*	*133*
Other Food Articles—				
Sugar (Java white)	viss	·25	·086	·117
Tea (Lipton, red label)	lb.	·20	·150	·275
Fish, fresh (ordinary)	viss.	1·25	1·250	2·500
Fish, salted dry (Bombay Kathobong)	,,	·25	·188	·625
Beef (2nd sort)	,,	·50	·500	·500
Milk, condensed (Cow's head)	tin	1·50	·305	·351
Salt (Liverpool)	viss	·50	·063	·078
Chillies (Paleik)	,,	·50	·328	·500
Potatoes	,,	1·25	·313	·333
Onions	,,	·50	·125	·125
Mustard oil	,,	·25	·313	·375
Total—Other Food Articles.	..	..	3·621	5·779
Index Numbers—Other Food Articles	..	..	*100*	*160*
Total—All Food Articles	..	..	6·785	9·404
Index Numbers—All Food Articles	..	..	*100*	*139*
Clothing and Household Requisites—				
Grey Shirting (Bombay Mill)	yard	1·00	·188	·250
Woven Sarong (Indian)	,,	1·00	·438	·844
Longcloth (Swdeshi Mill)	,,	·50	·110	·188
Khaki Twill (Snake brand)	,,	·50	·157	·219
Total—Clothing and Household Requisites.	..	..	·893	1·501
Index Numbers—Clothing and Household Requisites.	..	..	*100*	*168*
Rent	..	..	1·000	1·800
Index Numbers—Rent	..	..	*100*	*180*
Fuel and Lighting—				
Firewood (Nebe, Didu, etc.)	100 pieces	·03	·450	·503
Kerosene (Victoria)	bottle	1·00	·111	·188
Total—Fuel and Lighting	..	..	·561	·691
Index Numbers—Fuel and Lighting	..	..	*100*	*123*
Miscellaneous—				
Soap (white dhobi soap No. 1)	cake	4·00	·280	·376
Cheroots	100	1·00	1·500	1·500
Total—Miscellaneous	..	..	1·780	1·876
Index Numbers—Miscellaneous	..	..	*100*	*105*
GRAND TOTAL	..	..	11·019	15·272
Cost of Living—Index Numbers	..	..	*100*	*139*

NOTE.—1 viss = 3·60 lbs.

2. Memorandum on Small Factories in Burma employing between 10 and 20 persons and using power-driven machinery, by Mr. W. H. C. Prideaux, Chief Inspector of Factories, Burma.

In view of the possible extension of the Indian Factories Act to small factories this department has for some years been collecting lists of Industrial premises in which power-driven machinery was used and in which between 10 and 20 persons were employed. When this inquiry opened 400 such places were known to this department, but as many of them had not been visited for several years it is probable that some no longer existed. Our lists were completed by the help of the Boiler Department, District Officers and the Electric Supply Companies and the total number of the premises which seemed likely to be small factories and the sources from which the addresses were obtained is shown below :—

From this Department's records	400
From Boiler Department	146
From District Officers	216
From Electric Supply Companies	111
	873

To each of these 873 addresses a circular letter with an enquiry form was sent with the result shown below :—

Letters returned undelivered	25
Replies received indicating that—	
(*a*) between 10 and 20 persons were employed	109
(*b*) less than 10 persons were employed	146
(*c*) Over 20 persons were employed	38
No replies received	555
	873

The large number of cases in which no reply was received to our circular was probably due to the time of year at which the inquiry was made. During the rains the seasonal factories are shut and no responsible person resides on the premises. Had the inquiry been made during the busy season it is probable that very many more replies would have been received.

Analysing the replies we obtain the figures shown in the table given below :—

Industry.	Employing between 10 and 20.	Employing less than 10.	Total.
Rice Mills	68	83	151
Saw Mills	5	3	8
Oil Mills	15	19	34
Flour Mills	1	7	8
Coffee Mills	1	1	2
Tea	..	1	1
Electric Power Station	1	2	3
Mining Workshop	1	..	1
Ice and Aerated Waters	3	2	5
Ginning Mills	..	2	2
Water Pumping Station	2	1	3
Chaff Cutting Mills	..	4	4
Printing Presses	2	3	5
Refineries	..	1	1
Rubber Factories	5	2	7
Workshops	3	12	15
Thanakha Mills	..	1	1
Combined Mills	2	2	4
	109	146	255
Mills employing over 20 persons	..	..	38
Total	..	..	293

This inquiry brought to light 38 premises in which over 20 persons were employed and these are being registered as factories.

The replies showed that in the 109 factories with which this report is mainly concerned children were only employed in one printing press. Women are employed fairly generally in rice mills and oil mills and in the only flour mill that replied a third of the employees are women. No replies were received from 9 cotton ginning mills in which women are certain to be employed but it is possible that less than 10 persons may be employed in some of these places.

It will be convenient to deal with rates of wages, hours of work and holidays under heading of the various industries.

Rice Mills.—In rice mills there is generally one fairly well paid man in charge of the mill but when the owner himself understands the work and does his own supervision this man's wages are saved. When employed, a supervisor is paid from about Rs. 50 up to Rs. 100. In some cases the returns indicate a lower salary but in these cases it may be assumed that the owner does a good deal of the work himself. The pay of the mill hands varies from Rs. 18 to Rs. 40; in the few cases where a higher limit is given it may be presumed that the man has some special qualification. The most usual pay of a mill hand is about Rs. 25 a month. The wage of a cooly in a rice mill is about Rs. 22-8-0 and the variation of a cooly's wage is considerably less than that of a mill hand as the work is unskilled. Women coolies get Rs. 15 a month and in a few cases go up to Rs. 20. Nominally a 10-hour day is worked and there is supposed to be a weekly holiday which is probably not given when the mill is busy. Overtime is also worked and seems generally to be paid for.

Oil Mills.—The machinery in an oil mill is considerably simpler than in a rice mill and consequently the pay of the supervisor rarely exceeds Rs. 40. The wages of the workmen which are based on outturn run from Rs. 15 to Rs. 30, the most usual wage being about Rs. 22-8-0. Women earn less than the men in oil mills and the average wage may be said to be about Rs. 14. The working hours in oil mills are usually shorter than in rice mills and in most small mills an 8-hour day is worked but two mills reported a 12-hour day.

Rubber Factories.—In these premises the supervisor, except when his work is done in reality by the owner, is paid from Rs. 50 to Rs. 75 a month, the pay of the mill hands varies from Rs. 17 to Rs. 30 and of the coolies from Rs. 15 to Rs. 25. Only one woman was returned as being employed, and she was paid Rs. 18. The working hours are 8 a day and a weekly holiday is not generally given.

Saw Mills.—The wage of the supervisors in the five saw mills from which returns were received varied from Rs. 45 to Rs. 80. The pay of the mill hands depends upon their skill and varies from Rs. 20 to Rs. 60 a usual wage being about Rs. 25. Men coolies get about Rs. 22-8-0 and sawdust boys, generally about 16 or 17 years old, Rs. 15. One woman cooly was recorded who was paid Rs. 22-8-0. The usual working hours are 8 a day and a weekly holiday is general.

Miscellaneous Factories.—Certain of the remaining miscellaneous factories present points of interest. Thus U Po Wun, the Officer on Special Duty, in connection with this inquiry, points out (*vide* report reproduced *below*) that in ice and aerated water factories work is carried on two days out of three and electric power stations during the night only. In these places the wages differ so greatly that no useful average can be given. It may be pointed out, that as one result of the comparative absence of Trade Unions in this country there is no standard wage for skilled workers and a man is paid what he is thought to be worth. In a press one compositor may be paid Rs. 20 a month and the man working next him Rs. 35 and in an engineering workshop all rates of pay from Rs. 10 to Rs. 80 a month are to be found. This renders any attempt to quote an average wage practically meaningless. The hours of work in these miscellaneous trades are generally 8 hours a day but overtime is common and appears to be paid for.

In addition to the wages given in the foregoing paragraphs in some mills certain concessions are made to the work people. Thus in rice mills the mill hands, but not usually the coolies, get free accommodation and sometimes can buy rice below the market rate. In saw mills free firewood is given as well as free housing. Free housing is not given in the case of essentially town industries such a printing presses.

Health and Sanitation in Small Mills.—Sanitary conveniences are generally provided in mills and workshops situated in the better-run municipal areas. Outside the towns the latrines, if provided, are unsatisfactory and the workmen generally use the surrounding jungle. There is no evidence that work in these places is injurious to health. The rice mills are dusty but the dust does not seem to be particularly harmful and no cases of lead poisoning have come to light in the printing presses. None of the other trades appear to present any peculiar health dangers.

Accident and Fencing.—According to the returns no accidents had occurred in any of the mills which replied to my circular during the last two years. The officer on special duty came across one fatal accident on an unprotected shaft in an ice and aerated water factory and it seems quite incredible that no other accidents have occurred. Forgetfulness or a fear of having to pay compensation has probably been responsible for some of the occupiers giving false information under this head. Fencing in these small mills is generally very poor or entirely wanting. Engine flywheels, shafting, belts and pulleys are unfenced but an even greater danger lies in the lack of proper provision for getting about the machinery for oiling purposes. The small rice mills are particularly bad in this respect and oiling platforms are either non-existent or are too narrow and are not provided with hand rails. In the saw mills guards are not used and the platen machines in the printing presses are not provided with finger guards.

Additional Staff.—This memorandum has dealt solely with small factories employing between 10 and 20 persons and using power and the following suggestions for additional staff are based on the assumption that the Factories Act will be extended to them only. If it is proposed to extend the Act to other places such as those referred to in paragraph 5 of Mr. Lall's letter or to docks, buildings in course of construction or other premises the recommendations would require reconsideration.

As pointed out earlier in this memorandum only 293 replies were received from the 873 premises to which circulars were sent. The majority of the 555 places from which no replies were received were probably small seasonal factories but it seems probable that 200 would come under the extended Act. There is also considerable internal evidence which suggests that some of the 146 returns from places which appear to employ less than 10 are incorrect and I estimate that an extension of the Act would result in adding 350 mills to our registers. The number at present on the register is approximately 1,100 so that with the extended Act we should have about 1,500 places registered. In his covering letter* to last year's report the Financial Commissioner (Transferred Subjects) expressed the opinion that the present staff of one Chief Inspector and two Inspectors should be sufficient for 750 factories so that with an extension of the Act three additional Inspectors would be necessary.

This doubling of the staff would not necessarily mean doubling the expenditure on the department as it would probably be desirable to divide the Inspectorate into Senior and Junior grades. The Senior grade providing a Chief Inspector and two Inspectors with an engineering training for dealing with the larger mills and technical problems that might arise and a junior Staff who would be trained in the department and would deal with the routine work in the smaller factories.

ANNEXURE.

REPORT OF ENQUIRY INTO THE WORKING OF THE FACTORIES USING POWER BUT EMPLOYING LESS THAN 20 PERSONS AT ONE TIME, BY U PO WUN, OFFICER ON SPECIAL DUTY, FACTORIES DEPARTMENT, BURMA, RANGOON.

1. *Factories visited.*—The time allowed for the enquiry being very limited, I had to pay only flying visits to the factories which are situated at almost

* Not reproduced here.

extreme and main parts of the country. The number of factories visited during the enquiry is shown in the Statement A appended to this report. These factories including premises which were found to employ less than 10 persons are not all useful for this enquiry but as it was not possible for me to know beforehand which factory contained less than 10 persons and which remained closed, waste of some time, labour and expenses was unavoidable.

I show by the following schedule the number of places visited (included in Appendix A) which employed between 10 and 20 or more workers.

Serial No.	Factories.	Upper Burma	Lower Burma.	Total.
1	Rice Mills	8	6	14
2	Oil Mills	4	..	4
3	Saw Mills	..	2	2
4	Flour Mill	..	..	..
5	Weaving Mills	1	..	1
6	Engineering Shops	3	3	6
7	Foundries	..	..	..
8	Printing Presses	1	2	3
9	Ice and Aerated Water Factories .	1	1	2
10	Rubber Factories	..	1	1
11	Rope Factories	..	..	..
12	Soap Factories	..	..	..
13	Electric Power Stations . . .	1	2	3
14	Chaff Cutters	..	..	..
15	Cotton Mills	..	..	..
	Total . . .	19	17	36

2. *Hours of Work*: (*Rice Mills*).—Burma being a rice country and as the number of rice factories exceeds other types, I must begin with the rice mills.

This is not the proper time of the year for an enquiry into the working of the rice mills, for most of them are found doing little or nothing during the rains. Moreover the unsuitable rice market also has greatly to do with the slackness of the rice industry in the province. The time of working generally prescribed by the occupiers of the rice mills is from 6 A. M. to 6 P. M. with an interval of one to two hours in the middle of the day. It is therefore to note that the prescribed number of hours of employment, for any class of employees whether men, women or children, would be 10 to 11 hours a day. With reference to weekly holidays every Manager or a person who is in charge of the rice factory reports on enquiry that a weekly holiday has been the least concession now being enjoyed by the workers. In view of the unappropriate time for the enquiry and of the slackness of the rice business, their statements may be true. But on a further enquiry it has been understood that when business is in full swing in its proper season the work in such mills would be rather continuous that, except on most important and recognized holidays, no worker would get any day for rest. It is impossible for these small business

men to keep the number of workers enough for introducing shifts. It is therefore to be assumed that the hours of working in these factories, if all circumstances surrounding the business are favourable, would range from 70 to 77 hours per week or 300 to 330 hours in a month, irrespective of the sex or age of the workers employed. I have every reason to believe that the workers may at times be lured to longer hours of working by baits of bonuses and overtime wages.

Other Factories.—The flour mills, the oil mills, the engineering workshops and the printing presses are no better than the rice mills in respect of the hours of working. The oil mills however adopt a different system, which is in my opinion worse than that of the rice mills, as the wages earned by the workers entirely depend on the volume of work done. It is human nature to prefer a larger earning, if nothing exists to stop the greed, especially in the world of the poorer classes. Workmen in ice and aerated water factories and in electric power stations, especially in the small premises which I visited, are more fortunate in respect of working hours. In the former factories they work at the rate of not more than 20 to 22 hours in three days, *i.e.*, 200 to 220 hours in a month of 30 days. The cause of such reduction in the number of working hours lies in the nature of the industry which is beyond the power of the employer to extend. The factories stand still one day after two days' work both to allow the water to freeze and to exhaust the outturn of the aerated water manufactured. As for the electric power stations, the workers usually work at night only. Unlike the big stations at Rangoon and Mandalay, no energy is supplied to the consumers at day time. Except the field workers, who may not be counted for the purpose of this enquiry, the employees in these places are the most fortunate, because while they are employed only at night in the best possible light, the occupiers are in the habit of employing shift system in the stations.

3. *Earning : Rice Mills.*—The rate of wages paid to the workers in the small rice mills which employ less than 20 persons is a little different from that in vogue in the big mills. The Engineer is usually the highest paid man in the big mills, but in the case of the small mills, a worker with the title of 'Supervisor' is usually found earning highest wages. The Supervisor's most important qualification is 'experience'. He must know almost everything connected with a rice mill. He must know carpentry, he must know blacksmithship, he must be able to work as an engine-driver, a fitter, a fireman, an oilman and so forth. Where the mill owner or the occupier of a mill is an efficient man with a sound knowledge of the rice milling business, the services of the so-called Supervisor is superfluous and an efficient Tindal is employed who earns the highest wage. The Supervisor's wages range from Rs. 45 to Rs. 80 and the Tindal (either engine or mill) can earn from Rs. 30 to Rs. 55 per month.

The lowest paid employees are found in the class of *Kalasies* which comprise, according to the practice adopted by the Burma Labour Department, the following :—

Kalasies include pump-man, belt-man fan-man, meal machine-man and separator-man.

Their wages range from Rs. 14 to Rs. 30 per month. The coolies are very rarely included in the monthly paid class of employees. The rate of wages paid to the men and women coolies is the same, as it is based on the volume of work done according to measurement. It is often found that the workers are heavily indebted to the mill-owners or occupiers with advances taken. Women coolies are employed both in Upper and Lower Burma. The rate of wages earned by them does not differ, as it depends on the amount of work available. It ranges from Rs. 8 to Rs. 25 per month. A male cooly can earn more, *i.e.*, Rs. 10 to Rs. 30 per month. Where men and women coolies are mixedly employed, a mutual arrangement is made between themselves, that the men should undertake heavier work and earn more wages.

In some of the mills, coolies are not employed directly but through contractors; but unlike the big mills, the indirect method is not very common. As for the scale of earning by the coolies, there is not much difference whether the employment is direct or indirect.

The wages mentioned above are merely money wages. At my visits I made an enquiry into the prevalence of different forms of concession granted by the factory occupiers. By the help of the estimated values noted for different

concessions, real wages can be calculated. But as it is not very useful to dwell lengthily in this report on the point of real wages, I have refrained myself from being more elaborate than necessary. The monthly wage-rate mostly prevalent in the small rice mills visited by me is between Rs. 20 and Rs. 35 for mill hands.

Other Factories.—The oil mills, the flour mills, the ice and aerated water factories and the printing presses adopt the standard mostly prevalent in the small rice mills, *i.e.*, Rs. 20 to Rs. 35, the beginner usually earning less. As for the engineering workshops, the electric power stations and the saw mills, the rates of wages are often found in extremes as the workers are mostly skilled men. A sharp bend in the rates of wages is usually seen in the case of engineering workshops, where the experienced skilled workers and many apprentices are employed side by side. One fitter who is an experienced man in the engineering workshop can earn even Rs. 85, while the other who is an apprentice not more than Rs. 10 per month. The same standard is applicable to the printing presses though most of the compositers' wages stand between Rs. 20 and Rs. 35 per month.

The mill owners or the factory occupiers are found to base, as far as practicable, the rate of wages paid by them to the workers on the standard in vogue in the neighbouring rice mills and saw mills.

4. *Effect on Health.*—Throughout my inquiry I did not come across any industry injurious to the health of workers. I made special inquiry in the rubber factories, in the printing presses and in the cotton mills. No lead poisoning was reported by the occupiers of printing presses. It is true that not many rubber factories and cotton mills were visited but as I was aware of the point I did not omit to make the enquiry from the people concerned. The rice and flour mills, which I visited, are not so dusty as to affect the health of the workers.

The only defect, which I noticed, and which is likely to interfere with the health of the employees, is the long hours of working, for which no restriction is imposed on the mill owners or occupiers.

Undue Risks and Accidents.—The factories wherein less than 20 persons are employed, being looked after by no outside authority, are of course risky in the manner of keeping the machinery. In many factories I noticed that the engine fly-wheels, the main pulleys and the main driving belts not being securely fenced, were dangerous. At every factory I visited, I made an enquiry about the accidents, but only in one, *i.e.*, in an ice and aerated water factory at Myingyan a fatal accident on the main shaft was reported. How far the verbal statements regarding the absence of accidents made by the occupiers of factories are true, is not known. Some of the engineering workshops have lathes and drills so exposed that the workers are liable to meet with minor accidents. A minor accident is an accident, but no worker nor any outside authority not concerned with the administration of the Indian Fatories Act or the Workmen's Compensation Act, will make any worry about or take any notice of it. Most of the factory owners or labour employers are able to shut the mouths of the injured workers even in the case of serious accidents. The Factory Department which has been very particular to accidents was kept in the dark in the case of the fatal accident in Myingyan reported above.

Sanitation.—It is a known fact that very few oriental owners or occupiers of factories pay due attention to the sanitation of the factories. The state of these premises that are outside the jurisdiction of the authorities can be imagined in the light of the above remark. The factories in towns which have municipalities are, of course, a little better, as there are sanitary inspectors who are responsible for the cleanliness of the places within the municipality. Some of the mill compounds in those places which are beyond the limit of the municipalities are so dirty and smelly that they need supervision by the authorities concerned. These remarks are made on the subject of the general sanitation of the factory premises. As for particular instances such as the latrines and the drinking-water, I have no serious complaint to make. Where the municipalities look after the scavenging, the latrines are provided with buckets and the number of seats are always sufficient. In small villages the workers use the jungle in the neighbourhood. A Burmese or an Indian labourer usually prefers the jungle to the pit system latrines, which he avoids, if possible, owing to the unpleasant sight and smell. Every occupier of a factory pays attention to the sufficient supply of drinking-water to the workers. No Indian or Burman knowingly omits or refuses to supply at *gratis* good drinking-water

to those who need it. At every factory I visited, I found myself satisfied with this requirement of the occupiers.

Housing and other Concessions.—In most of the rice mills the workers are provided with free quarters, and the value of this concession depends on the position of the locality in which a factory stands. Some areas are so cheap in respect of rents that the free houses provided carry no value at all and some are so important that such a concession is considered to be a sort of burden to the occupiers. But in no case the value exceeds Rs. 5 per month to each worker, where such a concession is granted. The printing premises, the engineering workshops, being mostly established in towns where there is congestion of residents, provision of free quarters is very rare; and if any provision is made, it is made to selected workers only whose services are so useful to the employer that without such a concession given to these particular workers he (the employer) may sustain some loss. The oil mills and other factories though they are situated in localities where the house rents are cheap, come in the lot of the engineering workshops and the printing presses in respect of the provision of free housing.

Besides free housing, I came across supply of free firewood and free kerosene oil in many and cheap rice in some of the rice mills. Free firewood and free kerosene oil (for light) is each estimated to value at 8 annas to 12 annas to each worker per month. In the case of free light supplied to the workers in the electric power stations the value is exceptional, for no such company charges less than Rs. 2 per month for each point or lamp supplied (20 watts).

As for drinking-water, the occupiers of factories in Pegu and Mandalay which I visited have to buy it in large barrels. They incur some extra expenditure on it but its value when distributed amongst the employees is so insignificant that no appreciable figure will come out.

5. *Employment of Women and Children.*—In rice mills women are employed in the capacity of hoppering and transporting coolies either directly or through contractors. In both cases they are treated as piece-work workers and paid according to the volume of work done by them. A woman cooly can earn from Rs. 10 to Rs. 25 per month, but the hours of working have no restriction at all. In busy season between January and May a woman may work both day and night and even more than 12 hours a day. No body will raise any objection to this method of employment, because it is in the interests of both the employer and the employed.

At my visits to the oil mills I came across women working on the oil mortars. They are paid at the rate of one anna to two annas for every mortar of oil that has been pressed out of a prescribed quantity of sessamum or groundnut. Each woman can earn Rs. 10 to Rs. 15 per month. There is no limit on the number of working hours. Women are found being employed in cotton mills, flour mills and weaving mills also, but in no case one can earn more than Rs. 15 a month, though the hours of working have no restriction. As for employment of children, I must report that no children are employed. Only in each of four cases one in a small flour mill in Myingyan, one in a printing press in Mandalay and the other two in engineering workshops in Moulmein and Rangoon, I found a boy of under 15 years of age. In all those places the responsible persons pleaded that the child was only an outsider and not one of the regular employees. In neither case I was satisfied with the explanation heard because I noticed that the children were as active as other workers in their work. There may be children employed in other factories which I did not visit, but as the Factories Act is not applicable to such factories no action can be taken against the employers.

It is however a sort of cruelty to the poor to place restriction on the employment of children on such a small scale. In each of the four cases referred to above, the child belonged to poor parents. It seems that the child could add something to the earnings of the parents by that way. If the Factory Act be applied to such small concerns and legal restrictions be consequently placed on their employment, the only action that the employer is expected to take is to dispense with the boy's services forthwith, which would result in the pecuniary loss to the poor parents and the addition of inconveniences to the boy.

I cannot conclude this report without inserting a remark, that in many places which I visited, the people took me for an Income-tax Officer and that I had to spend some time and vocal energy in order to convince them of my real position before I was supplied with the necessary information.

APPENDIX A.

Factories visited.	Rangoon District.	Insein District.	Pegu District.	Amherst District.	Mandalay District.	Shwebo District.	Magwe District.	Thayetmyo District.	Myingyan District.	Total.
1	2	3	4	5	6	7	8	9	10	11
Rice Mills	..	1	3	5	7	3	..	..	..	19
Oil Mills	4	1	1	2	4	1	2	..	3	18
Saw Mills	2	..	..	..	1	1	..	..	..	4
Flour Mills	1	..	..	..	4	2	..	..	1	8
Weaving Mills	..	..	..	..	2	..	..	..	..	2
Engineering Shops	4	..	..	2	3	..	..	..	..	9
Foundries	..	..	..	..	2	..	..	..	..	2
Printing Presses	4	..	..	1	4	..	..	..	..	9
Ice and Aerated Water Factories.	1	..	1	2	1	..	..	..	1	6
Rubber Factories	1	..	..	..	..	..	..	..	..	1
Rope Factories	..	1	..	..	..	..	..	..	..	1
Soap Factories	..	1	..	..	1	..	..	..	..	2
Electric Supply Stations.	..	..	1	1	..	..	..	..	1	3
Chaff Cutters	..	..	..	..	2	..	..	..	..	2
Cotton Mills	..	..	..	..	..	..	..	1	2	3
Total	17	4	6	13	31	7	2	1	8	89

VII.—GOVERNMENT OF BIHAR AND ORISSA.

1. *Memorandum on Family Budgets of Industrial Workers in Bihar and Orissa.*

In accordance with the request contained in letter No. L.C.-5(1), dated the 7th April 1930, from the Joint Secretary to the Royal Commission on Labour, the local Government undertook an enquiry into the standard of living of industrial workers. They have endeavoured to follow as closely as possible the lines of enquiry suggested in paragraph 4 of the Commission's letter. They decided to limit the enquiry to typical collieries in the Jharia coalfield and to a separate enquiry in the Tata Iron and Steel Works. Two centres were selected, because there are two distinct industrial areas in the province and the conditions and standards in the two were believed to be different. The investigation was carried out under the supervision of the Director of Industries and the Officer in charge of his Intelligence Department. The actual work of collecting and preparing the family budgets of workers was entrusted to local agencies. In the case of the Jharia coalfield, the work was done by the Medical Officer of the Jharia Mines Board of Health and his assistants. In Jamshedpur it was done by the Welfare Officer attached to the Tata Iron and Steel Works. In selecting these agencies the local Government were guided by the necessity of allaying suspicion on the part of the workers who came under examination and of gaining their confidence, and it was thought desirable, therefore, to employ persons already well known to the workers and with whom they come in contact in the ordinary course of events. The Director and his Intelligence Officer maintained close touch with the investigating officers and a number of the budgets were personally checked by them.

2. The detailed procedure of enquiry adopted was somewhat different in the two areas selected.

A. Jamshedpur.—Within the wage limits indicated by the Commission there exist two broad groups of labour. The first group comprises the daily rated but weekly paid labour, consisting of the aboriginals and Chatisgarias, known locally as cooly labour. It was decided that 10 budgets for each of these sub-groups, or 20 in all should be taken.

The second group comprises the daily rated but monthly paid workers of the lower grade semi-skilled labour, known locally as *khalasis*, helpers and so on. Owing to the very varied racial origin of the labour under this group and the different standards of living prevalent amongst them, it was decided that it would be unsafe to depend on the amount of monthly earning alone as the criterion for selecting samples for investigation. Accordingly, a preliminary enumeration of the castes and communities contained in these groups and a rough census of the numerical strength of each was made and it was provisionally decided that 30 budgets should be taken for this ground, to be allotted in proportion to the numerical strength of each sub-group. In actual fact the number of budgets was increased considerably above the original limit proposed, and 81 budgets* in all have been prepared at the Tata Iron and Steel Works. As the basis of investigation a typical family was assumed to consist of one man, one woman and 3 children. The actual selection of samples was made at random within the population of typical families.

B. Dhanbad.—At the outset it was found impossible to limit the investigation to one typical colliery, as conditions from one colliery to another in the Jharia coalfield differ materially. It was accordingly decided to take 6 typical collieries into consideration. In view of this change, the director of Industries contemplated preparing 100 budgets. But owing to practical difficulties he found it impossible to do so, and 60 budgets have been collected. Six types of labour were selected for investigation within the wage limits indicated by the Commission :—

(1) Miners and loaders.
(2) Wagon-loading coolies.
(3) Trollymen.
(4) Propping mistris and coolies.
(5) Pump khalasis, firemen and engine khalasis.
(6) Blacksmiths.

Although the labour population at Dhanbad is varied in origin, caste and religion, standards of living are more uniform than at Jamshedpur, and it

* Not printed.

was, therefore, not found necessary to divide the classes mentioned above into sub-groups, as was done at Jamshedpur. The typical family here also was assumed to consist of a male, a female and 2 to 3 children. As the labour is largely seasonal, the average earning over a period of three months, instead of over a more extended period, was taken into consideration. Otherwise the methods followed in the two enquiries were similar.

3. Owing to unforeseen difficulties the preparation of the budgets in the coalfield was not completed until the second half of September, and it has, therefore, not been possible either for the Director or the local Government to submit the results to any detailed examination. The local Government, therefore, do not propose to offer any opinion at present as to the conclusions which can be drawn from this survey. The Director of Industries, however, has noted the following points necessary to the elucidation of the budget :—

(*a*) The aim has been, as far as possible, to select only self-contained families, consisting of a husband, wife and children. It was, however, discovered that in the majority of cases families were made up of more than two adults and these were, therefore, included.

(*b*) The expenditure on clothing not being a monthly item, represents the average of the whole year's expenditure on standard articles of clothing and probable purchases on festive occasions. In the case of utensils, brass vessels have been assumed to last for 7 years and those of aluminium for two years. Gold and silver ornaments were assumed to last for 20 to 25 years.

(*c*) The expenditure on education is negligible.

(*d*) Difficulty was experienced in arriving at the expenditure on liqour, because most of the labourers, particularly at Dhanbad, were averse to giving information on this head. It is stated that the majority of the labourers at Dhanbad are also addicted to gambling, but no information on this point was obtainable from them.

(*e*) Debts were usually incurred on account of occasional expenditure on marriage, sickness, funerals, etc.

4. Owing to the unavoidable delay in completing the preparation of the family budgets it has not been possible to print up this voluminous material within the date fixed by the Royal Commission. The budgets* are therefore enclosed in original with this memorandum.

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2. *Memorandum on the Unregistered Factories in Bihar and Orissa.*

I.—Introduction.

In accordance with the request made in letter No. L. C.-5 (1), dated the 7th April 1930, addressed by the Royal Commission on Labour to the local Government, the Chief Inspector of Factories was instructed to undertake a survey of factories not at present regulated by the provisions of the Indian Factories Act and falling in the following categories :—

(*a*) factories using power and employing 10 or more persons on any day in the year;

(*b*) factories and workshops not using power and employing 50 persons or more on any one day in the year; and

(*c*) smaller factories and workshops employing less than 50 but more than 9 persons.

The investigation has been carried on by an Inspector of Factories specially appointed for the purpose under the supervision of the Chief Inspector of Factories. At the outset of the investigation enquiries were made through district officials to locate as far as possible all unregistered factories. This survey has revealed the existence of 436 establishments in the province which are eligible to be declared factories by notification under section 2(3)(*b*) of the Indian Factories Act and falling under one of the three categories described above.

2. In addition there are some small or shallow quarries not at present regulated under the Mines Act; but as the non-application of the Act to these places is authorized by an exemption notification under the Mines Act itself, it seems clear that any future registration of these quarries, whether they include a surface workshop or not, for the purpose of control, will be made under the Mines Act and not under the Factories Act.

3. On the completion of this preliminary survey it was apparent that the special officer could not inspect all the factories in detail. He, therefore, limited himself to a detailed examination of about 20 per cent. of these establishments.

* Not printed.

The statistical information regarding the rest was collected by correspondence and by local enquiries carried out by the staff under the control of District Officers.

The aggregate number of employees in the 436 unregistered factories is believed to be 22,302, but as systematic book-keeping is not practised in all of them, the figure is only a rough approximation. Also, it is not improbable that many of the smaller factories have given figures rather lower than the actual in the hope of evading registration. The District Officer's returns do not include separate figures for women and children, but estimates based upon the proportion of women and children actually found in those factories selected for enquiry by the department, indicate that of the total figure, about 3,850 are women and about 3,680 are children.

4. The only considerable groups of unregistered factories which have an abnormally high proportion of women and children are the mica industry and, in a lesser degree, the shellac industry, The mica factories are the subject of section II of this memorandum and the shellac factories are the subject of section III.

5. No other group of factories seems to call for separate description as their conditions are not essentially different from those commonly found in the average Bihar and Orissa country factory of whatever size before it has been brought under the factories Act.

II.—The Mica Industry.

Introductory.—The preparation of mica for market, as practised in Bihar and Orissa, consists of sickle-cutting, knife-dressing, sizing, sorting, splitting and packing. Most of these operations are usually performed in organised factories of varying size, but a considerable portion of the splitting industry is carried on as a cottage industry. There are no figures available which would show the number of persons who split mica in their homes, but it is believed that the number is more than double the number of persons working in organized factories. There are great variations in the size of factories, some of which employ as many as 800 persons, while in the joint family dwellings, in which mica is prepared as a home industry, the number of persons habitually engaged in this work is sometimes greater than in some of the smaller proprietary establishments. The buildings may be equally good and the employment even more regular, so that the sole ultimate characteristic of the "factory" as distinguished from cottage industry is the non-residence of the workers. It would be impracticable to bring these dwellings within the purview of the Factories Act, and in this memorandum and the attached tables* the term "factory" includes no homes and no proprietary work-places in which less than 10 persons are customarily employed.

Of the 127 mica factories in Bihar and Orissa only one has mechanical power, and is, in consequence, a registered factory. The other 126 unregistered factories are analysed in part I of Table I.† Of these 126 factories 26 were inspected in detail during the investigation.

2. *Employees.*—In the present year, with a poor market and slack business, the number of persons regularly employed has been abnormally low and is materially less than the number obtained by totalling the greatest number of persons employed on any one day of this year in each factory. The figure 11,395 given in Table I† is the greatest number reported by the factory proprietors to be employed when factories are working under normal conditions. This figure is, of course, approximate and cannot be accurately verified, but it has been checked and revised in the light of data collected by the Factories Department previously and also during the present enquiry. A few concerns have recently gone out of business entirely; but as mica has not yet been seriously displayed by synthetic substitutes, a revival of the industry seems likely, and therefore, the examination of the industry may be based upon what are believed to be normal figures.

3. *Buildings.*—The majority of the factory buildings are of substantial and fairly satisfactory types; most of the larger ones are well housed in *pucca* buildings which are kept in good repair. Even the smaller factories generally have plastered brick walls and brick or cement floors in varying states of repair, with roofs of *narria* tiles carried on bamboos or wooden joists. In some cases the roof is of corrugated iron, with tiles overlaid as a protection against the sun. The interiors of the buildings are rarely used as work-places, but as storage space. The work is mostly done on the verandahs and the ratio of cubic space and floor space per worker is, therefore, not of the usual importance, and both

* Appendices I and II.
† Appendix I.

ventilation and lighting are good according to the standards of the country. In some instances the verandah floor space per worker is not up to the requirement of the Factories Act for rooms; and in these factories where work is done indoors, the cubic space is often below the Act's requirements. In some isolated places overcrowding has been found but it is not accompanied by bad ventilation. The workers either squat on the floor or sit on a box or something of the sort. In no case were workers found sitting on earth and in no case were they found working under leaky roofs.

4. *Sanitation.*—Most of the factories situated in the town of Giridih are provided with one or two latrine seats. Primarily intended for the use of the office staff, they are free to all, but are not much used. As most of the factories in the Kodarma area are in open country, there are few latrines in these factories.

Most of the factories have a well, and many have more than one. The more enlightened employers periodically treat the wells with permanganate of potash or some equivalent. According to local medical officers the well water is satisfactory. As might be expected where there is no inspection, the area immediately surrounding the well head is not always kept clean, and in some cases is positively insanitary.

5. *Health.*—The local Government have found it difficult to obtain any positive information about the state of health of the workers either in mica factories or in the other factories included in this investigation. Local doctors who were consulted state that the health of the workers in the mica factories does not differ from that of the rest of the population. It is known, however, that there is a considerable amount of mica dust in the air in the splitting and screening departments in the larger factories and it is possible that this may have some deleterious effect on the health of the workers. The operation of mica-splitting also calls for keen sight, but no evidence has been received that there is any marked prevalence of diseases of the eye in the areas where the mica industry is carried on. In order to obtain any reliable data regarding the health of the workers, both in the mica and shellac industries, it would be necessary to carry out a special survey over a considerable period. A medical officer is within easy reach of all the existing mica factories.

6. *Working hours and holidays.*—In the generality of factories the hours of work do not exceed 8 per day. Where the factory is within a mile or so of a village, the hours are usually from 6-30 or 7 A.M. to 11 A.M. or from 8 A.M. till noon, and there again from 1 P.M. or 2 P.M. to 5 P.M. The mid-day interval is usually one or two hours.

Where the factory is at a greater distance from the homes of the majority, the working day generally does not begin until 9-30. In these cases work continues until 5 P.M. and though there is no regular interval, the employers claim that they make no objection to workers eating food in the factory or going to the bazar for a short time for food when they wish. Local inquiry corroborates this claim.

Overtime is infrequent. Usually at the end of the ordinary working day, about 5 o'clock, all the workers depart and the place is locked up for the night. On occasions four hours or so of overtime is worked in the larger factories, but such a thing is hardly known in the smaller factories. Occasionally when overtime is required by the employer it is worked on Sunday forenoon; never on Sunday afternoon.

In general, however, Sunday is observed as a complete holiday throughout this industry, Sunday being the weekly market day at both Giridih and Kodarma.

7. *Wages.*—The splitting is generally done by women, and payment nearly always is on a "piece-work" basis. Mica is weighed out to them and the split product on which payment is made is weighed at the end of the day. The rates differ for different grades of mica, ranging from 2½ annas to 10 annas per seer, and the women earn from six annas to, it is claimed, one rupee or sometimes even more per working day.

Sorting is generally done by men and is paid for on a time basis. The rates range from 10 annas to one rupee per day. Cutting is generally done by women on the piece-work basis and their earnings are stated to be from 8 annas to 10 annas a day.

8. *Housing.*—As mica preparation is a home industry as well as a factory industry, the reasons, which move a factory owner to provide housing, have less than the usual force; and in fact no housing is provided for employees. They live in their own homes which are generally within easy walking distance of the factory, but in some cases are as much as five miles distant. Even when the distance is considerable the journey is done on foot. If there were bus

services available it is very doubtful whether the work-people, as distinct from the office staffs, would care to pay for riding.

9. *The midday meal.*—When the factory is sufficiently near the homes of the workers, a two-hour interval is generally given in the middle of the day, and then most workers go home for a meal and a sleep. A few of the workers in most factories prefer to go to the bazaar for light refreshment instead of taking a regular meal at home.

Where the majority of the workers live too far away to make it practicable to go home in the middle of the day, it would seem that logically there should be a desire for facilities to have a full meal on the premises; but careful enquiries failed to reveal any general desire in that direction. The prejudice amongst Hindus against eating a full meal away from home is well known. There is a preference for a light ("dry") meal and this can be brought to the factory easily and eaten there, or it can be purchased and eaten in the bazaar. When it is eaten in the factory the workers eat singly or in groups which seem to form spontaneously as the result of friendships or caste affinity. Amongst the low caste distinction is not so great as to call for separate rooms or even widely separated places in the same room when eating. Caste-feeling is generally satisfied by grouping, sitting back-to-back, and by avoiding the debris of previously eaten meals. These remarks apply in varying degree to factories generally in Bihar and Orissa.

In no factory, so far as has been ascertained, is a meal room provided; nor is there any evidence that a demand for meal rooms has been voiced.

10. *Women and children.*—The relative proportions of men, women and children in the 26 factories which were selected for special enquiry (and were of all representative types) are—

Men	56 per cent.
Women	17 ,,
Children	17 ,,

By children here is meant all children found in the factory at the time of inspection whether admittedly employees or claimed to be non-employees. The application of this ratio to the 11,395 employees returned for the whole industry, gives an estimated figure of about 6,400 for men, 1,900 for women and about 3,100 for children. There is, of course, no medical examination of children to ascertain their age and fitness, and in most of the factories enquired into some children were obviously under 12 years, and many more were doubtful. A young child is not a separately paid worker. It comes with its mother, sits with her and may or may not help her. There is not always a clear demarcation between working children and children who come to the factory for family convenience, and in fact both conditions may be found combined in one child. The older children are definitely employees, and their work is paid for separately and directly by the employer. The work involves no great physical exertion for either women or children, and there appears to be no pressure brought on either to work at excessive speed. The main irregularities which the absence of the Factories Act imposes on the women in this industry are the occasional night work and the failure to provide separate latrine seats for them.

The local Government have had occasion in recent years to examine the general conditions of the mica industry and the question of applying the Factories Act to it was considered. But they have hesitated to do so in view of the difficulties involved. The general conditions under which work is carried on in the factories are not unhealthy so far as is known (see paragraph 5) except in cases where home-splitting is practised after a day's work in the factory. The hours of work are not excessive; a midday rest is generally observed, and a weekly holiday is almost universal. Although the factories do not comply with western standards, they are usually not lacking in ventilation or light, and except in rare instances serious overcrowding has not been found. The main advantage to be gained from an application of the Act, therefore, would be the exclusion of children from these establishments. It would, of course, be much better for the children if they were at school or if their hours of labour were reduced, but the existence of a home-splitting industry, which employs twice as many workers as the factories, would render any exclusion of the children from the factories nugatory. The only result would be to drive them to work in their homes, where the conditions would usually be much more harmful to them and the hours possibly longer than in the factories. The typical home is

not so hygienic as the typical factory (even the small factory), is generally badly lighted and often has a leaky roof over an earthen floor. The only way in which working at home can be prevented entirely is to prohibit by law the home-splitting of mica. But this is not a practicable measure, since it would destroy the livelihood of thousands of persons and in any case would be impossible to enforce. It would also cause a dislocation which might endanger the industry, while it is quite certain that the local Government could not carry such legislation through the Legislative Council. The local Government, therefore, feel doubtful whether taking all the circumstances into consideration the extension of the Factories Act would be effective.

III.—The Shellac Industry.

Introductory.—The manufacture of shellac, as practised in Bihar and Orissa, consists essentially of separating the exudation of the lac insect from the tree twigs, on which it is deposited, cleansing it, melting it and spreading it into sheets.

The principal centres of shellac manufacture in Bihar and Orissa are Jhalda, Thulin, Balrampur, Chandil and Chas, all in the Manbhum district; Pakaur in the Santal Parganas and Imamganj in the Gaya district. The *lac* industry is to some extent seasonal, though in a year, when *lac* is plentiful, a prosperous factory may work all the year round. For the last few years, owing to causes with which this memorandum is not concerned, trade has been very depressed, and only a small proportion of the factories have been working for extended periods. It is impossible to say with any certainty how many of the factories now closed, between the summer and the autumn seasons of 1930, will open again or what proportion of their former number of hands those that re-open will be able to employ. There are altogether 127 shellac factories actually or nominally in business, of which 15 are registered as they employ more than 19 persons and use mechanical power. Unregistered factories employing 10 or more persons are alone considered in this memorandum and their number is 112. The composition of this figure is given in part II of the attached table* of unregistered factories. 24 of these factories were examined in detail by the special officer during this inquiry.

2. *Employees.*—These factories when working to their capacity employ 4,172 persons. It is doubtful whether next year's figure will approach this.

3. *Buildings of compound.*—Except at Pakaur the factory buildings are in nearly all cases *kutcha*. The floors are mostly earth, and often are not even kept smooth. As they are generally associated with leaky roofs, they are rarely dry in the rainy season, and puddles of water on the floor are common. The walls are of brick (or in some cases of mud) without plaster. Walls and the inside of roofs are usually very dirty. At Pakaur, however, the prevalent type of building is much better and has corrugated iron roofing.

The conditions of ventilation and lighting under which the *lac* melters work are nearly everywhere very bad—small windows and not enough of them either for light or air, and a high temperature from the melting hearths. In the hot weather these unsatisfactory conditions are greatly accentuated. The conditions in the sieving, cleaning and sorting departments are much better; they are not open to general objection as the work is mostly carried on in open verandahs or yards.

Lac factories, more than most other kinds of country factories, require proper drainage to remove the water in which the lac has been washed. But proper drainage arrangements are very rare. The water is usually allowed to find its own level and settle somewhere just inside or outside the precincts of the factory. The decomposition of the washings causes an offensive odour and the standing water is a breeding ground for mosquitoes. Where factories are situated within municipalities, the local authorities have powers which would enable them to deal with this nuisance. But these powers have not been used. Most of the factories, however, are not situated in municipalities.

4. *Sanitation.*—No latrines were found in any of the factories inspected, and are stated to be non-existent in unregistered lac factories. Nearly all the factories are in villages or small towns but within walking distance of the open country. It is doubtful whether latrines would be appreciated. Certainly there is no demand for them, and their introduction would probably reveal the usual disinclination to use them, even if the alternative is a walk of as much as a quarter of a mile to the open field.

* Appendix I.

Most of the factories have a well for drinking water. No local evidence was forthcoming against the suitability of the well water. The space surrounding the well head, however, is hardly ever kept clean. In some places, where the population is accustomed to drink tank water, there are no wells attached to the factories.

5. *Health.*—No medical evidence of ill-health in *lac* factories has been forthcoming. But, as has already been noted in the case of mica factories, the time available for this enquiry did not permit of a regular medical survey, which would be necessary in order to obtain reliable data. It would seem probable that the unhealthy conditions in the melting rooms have some deleterious effect on the workers. But this may be mitigated by the fact that the work is seasonal and that the workers, therefore, have long periods when they are not subject to these unsatisfactory conditions.

6. *Working hours and holidays.*—The hours of work are fairly uniform throughout the industry. The common plan is to have two time-groups, one for the "manufacture room", which is to say for those engaged in the melting of the lac, and one for all, or nearly all the other workers. The melters usually start at 6 A.M. and work till they finish the normal ration, generally one maund of shellac. This will be finished about 2 P.M. When shellac of superfine quality is being made, a longer time is taken to produce the same quantity. There is no regular interval for these workers. (In the registered factories an interval is required and given, and the working day usually finishes at 4 P.M.)

The other group starts usually at 8 A.M. and consists of women who do the sieving and drying, and men who do the crushing, washing and miscellaneous jobs. This group knocks off, usually at noon, for a two-hour rest interval resuming at 2 o'clock and working till 6 P.M. In some cases this group takes, or is given, no regular interval, but in such cases it does not start work till 9-30 or 10 A.M. and there is no restriction placed on eating a meal in working hours.

Night work is virtually unknown, and overtime of any kind is not much worked. Sometimes, when lac is especially plentiful, the piece-work ration is increased from 1 maund to as much as 1½ maunds, and the melting group will then work four hours or so longer. They are at liberty to take any rest interval they like.

A weekly holiday is virtually unknown in these (unregistered) factories; but the percentage of absentees is so high as to give some support to the claim made by proprietors that in practice an employee does not often work more than six days without a day off. In the power lac factories in the province to which the Factories Act has been applied for many years, there is a marked disinclination on the part of the workers to adhere to the prescribed rest day. Each likes to take his very frequent days off as the desire seizes him, and will often present himself for work on the day the employer has arranged for his "off". Managers of registered factories state that they lose many good hands by turning them away on the holiday; they go in dudgeon to the nearest unregistered factory. The registration of the non-power factories would doubtless improve this position especially if the firms in the industry could be persuaded to agree between themselves to close down entirely one day in each week, each place choosing the day to suit the local bazaar.

7. *Wages.*—In the melting room the crew of each hearth numbers three persons; and at all places except Chas their payment per maund of shellac is Rs. 3. Of this the melter himself, that is, the man who takes off the molten lac as it is extruded from the jean bag in which it is passed before the fire, takes Re. 1-8-0. The man who spreads it on the hot water jar to stretch it into sheet form, takes Re. 1, and the helper, either man or boy, who twists the jean bag round to keep a pressure on the molten lac within, takes 3 annas. As one maund of lac is the usual daily output per hearth these figures represent daily wages. At Chas the payment per maund of shellac is only Rs. 2, and division is Re. 1, 10 annas and 6 annas.

For washing, crushing and miscellaneous work the prevalent rates everywhere are for men 7 annas to 9 annas a day, and women 5 annas to 6 annas a day.

Chargemen are not often employed. When they are their pay is Rs. 30 per month.

No payment is given for holidays or other absence.

8. *Housing.*—No instance of the provision of housing for employees has been found in this industry. Generally the workers live in homes within one or two miles from the factory, often in the same village and only a few score yards

from the factory. A lesser number come from distances of 3 to 4 miles. In some places there are buses plying on which a worker might take a "lift" if the bus happened to pass at the right time, but few or none of them do so.

9. *The midday meal.*—The melters being on piece-work, like to take their meal at their work site. When a hot meal is desired the melting hearth is used to cook food (*e.g.*, rice) while the work is proceeding. No pressure is put upon these workers to curtail their meal time.

10. *Women and children.*—In those factories, large and small, selected for inspection, the composition of the employees was 67½ per cent. men, 23 per cent. women, and 9½ per cent. children, the latter being virtually all boys. The application of this ratio to the aggregate number of employees, gives an estimated figure of 2,840 for men, 950 for women and 380 for children. The proportion of women is less and of children only slightly more than in the 15 registered factories, in which the proportions are—men 63 per cent., women 30 per cent. and children 7 per cent.

Women are employed for sorting, sieving and drying. Their hours of work are the same as for men.

The children employed are virtually always boys and their work is almost confined to the melting room, which is the most unsuitable place for them. The hours of children are the same as those of men and women.

11. The conditions described above are certainly very unsatisfactory as far as the sanitary arrangements and the melting departments of lac factories are concerned, and the local Government propose to take up immediately the question of bringing on the register of lac factories employing more than 10 persons. The extension of the Factories Act to these establishments would enable the local Government to take measures for the enforcement of proper drainage and for the regulation of hours of work. The two most difficult problems, however, are the employment of boys in the melting departments and the introduction of proper condition of ventilation and lighting. The investigation shows that the boys employed in the melting departments are usually above the statutory age-limit of 12 years and the Act does not empower the local Government to exclude such persons from the factory. It enables them only to regulate their hours of working. Sections 9 and 11 enable the local Government to prescribe conditions of lighting and ventilation. But they think that measures in this direction will have to be introduced gradually and with caution. The future of the lac industry is at present very precarious. The competition of synthetic substitutes has encroached so seriously on the market and the present prices of lac are so low that many factories have closed and others are carried on on a very small margin. Under the present system of manufacture, open hearths are used which are not fitted with flues. It is possible that the introduction of measures to carry off the smoke and gases from the hearth by means of flues would affect the efficiency of the processes of manufacture. Other measures to increase light and ventilation would, in most cases, involve extensive alterations of premises. It is doubtful whether the industry could afford these changes unless they are introduced gradually. The present trend of research in the lac industry indicates that changes in methods of manufacture will probably be necessary within the next few years if the lac industry is to survive, and costly alterations made now before new processes have been devised and generally adopted might possibly have to be scrapped in a few years' time. The local Government, therefore, think that it will be necessary to proceed very cautiously in this matter, and they are not prepared to give any opinion now as to the measures which should be enforced. * * * * *

IV.—Inspection.

It remains to consider the additional staff that would be necessary to carry out the inspection of the unregistered factories. The number of registered factories is 303, while the number of unregistered factories is 436. The number of employees in unregistered factories (22,302) is about one-third of the number in registered factories (68,100). On the other hand, only 36 of the unregistered factories have machinery, and this reduces the time required for a complete inspection. The work of inspection would be very troublesome for some years owing to the inertia and in many cases active resistance to be overcome. The local Government think that it would be necessary to add at least one inspector and probably two, at any rate in the initial period. They think also that one of the two additional inspectors should be a medical officer. The majority of these factories have no machinery and the problems to be dealt with are rather problems of health and sanitation than of safety or engineering. The Chief Inspector of Factories points out that while past reports do not reveal the

existence of industrial disease, the existing organisation of inspection is hardly calculated to deal satisfactorily with that aspect of factory inspection. The present investigation shows that little positive information is obtainable from local sources, medical or otherwise, and it seems desirable, therefore, that a medical officer should be attached to the staff if these unregistered factories are taken on to the register.

APPENDIX I.

TABLE I.

Unregistered factories in Bihar and Orissa.

Composed of—

(1) those which have mechanical or electrical power and with employees numbering more than 9 but less than 20,

(2) those without mechanical power and with employees numbering more than 49, and

(3) those without mechanical power and with less than 50 but more than 9 employees in an industry whose aggregate number of employees is considerable.

Industry.	Number of factories.	Number of employees			Women and children (Estimated).
		Greatest in one factory.	Least in one factory.	Total all factories.	
I—MICA, PREPARATION OF—					
(1) With mechanical power and more than 9 persons.	*Nil*	..	..	..	
(2) Without mechanical power—					
(*a*) employing 50 or more persons.	69	800	50	10,000	
(*b*) employing less than 50 but more than 9 persons.	57	45	10	1,395	
Total .	126	..	..	11,395*	*Of which 1,900 are women and 3,100 are children.
II—SHELLAC MANUFACTURE—					
(1) With mechanical power and more than 9 persons.	*Nil*	..	..	..	
(2) Without mechanical power—					
(*a*) employing 50 or more persons.	26	100	50	1,754	
(*b*) employing less than 50 but more than 9 persons.	86	48	10	2,418	
Total .	112	..	..	4,172†	†Of which 950 are women and 380 are children.

TABLE I—*concld.*

Industry.	Number of factories.	Number of employees			Women and children (Estimated).
		Greatest in one factory.	Least in one factory.	Total all factories.	
III.—MISCELLANEOUS—					
(1) With mechanical power and more than 9 persons.	36	19	10	479	
(2) Without mechanical power—					
(*a*) employing 50 or more persons.	28	450	50	3,530	
(*b*) employing less than 50 but more than 9 persons.	134	48	10	2,726	
Total . .	198	..	..	6,735*	* Of which 1,000 are women and 200 are children.
Grand Total .	436	..	..	22,302†	† Of which 3,850 are women and 3,680 are children.

APPENDIX II.

TABLE II.

Composition of the Miscellaneous Unregistered Factories given in Part III of Table I.

Industry.	With mechanical power.	Without mechanical power.	Total.
1. Jute presses	..	51	51
2. Sugar	3	35	38
3. *Biri* (country cigarette)	..	23	23
4. Catechu (ingredient of *pan supari*)	..	10	10
5. Rice	6	..	6
6. *Dal*	5	..	5
7. Ice	5	..	5
8. Oil	4	..	4
9. *Sabai* factories	..	4	4
10. Electric power stations	3	..	3
11. Flour and oil	1	..	1
12. Lime works	..	2	2
13. Farm workshop	..	1	1
14. *Surkhi*	2	..	2
15. Oil, flour and *dal*	1	..	1
16. Flour	2	..	2
17. Tannery	..	1	1
18. Brick-kiln	..	1	1
19. Button factory	..	1	1
20. Waterworks	1	..	1
21. *Dal* and flour	1	..	1
22. Building materials	..	1	1
23. White-clay factory	1	..	1
24. Various—Nature of industries not ascertained.	1	32	33
Total	36	162	198

VIII.—GOVERNMENT OF CENTRAL PROVINCES.

1. The Standard of Living of the Working Class Families.

Introduction.

This enquiry into the standard of living of working class families has been made on the lines roughly indicated in letter No. L. C.-5 (1), dated the 7th April 1930, from the Joint Secretary, Royal Commission on Labour. It has not been possible to collect a large number of reliable budgets and deal with them in detail within the short time at our disposal. Information has been collected regarding the income and expenditure of a sufficient number of representative working class families. A careful study has also been made of the budgets of a few representative families by persons intimately acquainted with them. The insight gained in this latter way has been used to check and correct information collected by the former method and to eliminate personal or family peculiarities. Only such families were selected whose aggregate income did not ordinarily exceed Rs. 50 per month.

2. The statistics thus obtained were closely scrutinised and tabulated, inaccurate items being modified to reasonable figures. Unreliable or abnormal budgets were eliminated. It has been noticed while comparing the budgets of the same locality that the prices paid by workers are not always the same nor are they identical with the market prices, as many of them buy their requirements on credit and therefore have to pay comparatively higher prices. All workers do not buy commodities of the same quality. Again some buy their requirements at wholesale rates while prices are cheap, while others obtain some preferential rates by buying their requirements of the same grocers month after month.

3. In order to make allowance for the differences in taste and the standard of living of people in different parts of the province, it was thought advisable to select four industrial centres for the collection of budgets. But we have attached greater weight to the family budgets of Nagpur, primarily because of its importance as an industrial centre and also because the budgets of the Nagpur workers may be said to represent the leading items in the budgets of the Central Provinces labourers. Greater care has been taken in sampling and checking these budgets.* To test the accuracy of the information given, a few of the workers were revisited to find out whether they confirmed their previous statements or not. In some cases the workers' houses were revisited during the absence of the head of the family and the information first given was verified from their wives or other members of the family.

4. The instructions contained in paragraph 4 of the Joint Secretary's letter were kept in view while selecting the sample budgets. Although the selection of samples was confined to the typical industry of each centre, the actual samples were selected from as wide a field within these industries as practicable in order that conditions prevailing in the various grades of labour attached to the same industry might be examined. Two important safeguards were, however, observed. Families of abnormal sizes were left out and a higher proportion of families of the predominant income classes was selected. The predominant income classes were ascertained from the pay rolls of the local factories. Collection of budgets was mainly accomplished through agents in daily touch with the labour in the departments concerned as supervisors or foremen and the like. It is presumed that a greater degree of accuracy has been ensured by this method, than could have been obtained by outside paid investigators. All the material collected in this way has been carefully scrutinized by one of our Inspectors of Factories who has had considerable experience of labour conditions in the province.

5. Figures of debt were verified in a few cases by enquiries made of *sowcars* (money-lenders) and mill authorities. A sample copy of a *sowcar's* book is given in appendix I for two or three debtors belonging to the Model Mills, Nagpur.

6. A further test of accuracy was applied by comparing the percentage group expenditure calculated from the budgets* collected now with that obtained from budgets collected by an independent agency in 1927 both in Nagpur and Jubbulpore for the preparation of index numbers for cost of living and published as *Bulletin No. 3 by the Department of Industries, Central Provinces.* For this comparison reference may be made to tables Nos. 3 and 4 in appendix II. It should be remembered that prices of several articles of consumption, specially cereals and clothings, have gone down since 1927, and consequently the percentage under different heads have been slightly disturbed. Another comparative test afforded from the bulletin mentioned is the average size of family at the two centres, and these are tabulated below for comparison :—

*Not printed.

Income classes.	1927.						1930.					
	Nagpur.			Jubbulpore.			Nagpur.			Jubbulpore.		
	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.
Below Rs. 20	1·0	1·2	0·8	1·0	0·8	0·4	1·04	1·12	1·60	1·0	1·0	1·2
Rs. 20 and below Rs. 30 . .	1·2	1·2	1·1	1·2	1·1	0·7	1·03	1·23	1·26	1·15	1·05	1·26
Rs. 30 and below Rs. 40 . .	1·4	1·4	1·5	1·4	1·3	0·9	1·90	1·62	2·30	1·20	1·0	2·4
Rs. 40 and below Rs. 50 . .	1·9	1·7	1·7	1·6	1·4	0·8	1·87	1·79	2·0	1·5	1·75	2·5
All income classes . . .	1·47	1·47	1·39	1·28	1·17	1·31	1·41	1·41	1·72	1·13	1·10	1·34

In this case too it should be borne in mind that the enquiries of 1927 included all income classes up to Rs. 100 per month and the limiting age for children in budgets of 1927 was 14, while that of the present budgets is 15 years.

7. It must be made perfectly clear that nothing more than reasonable accuracy can be claimed for the results of the present enquiry, specially in view of the limitations regarding time and trained staff under which it has been made. In an enquiry of this nature, it is difficult to obtain exact figures in spite of all precautions and efforts. Even the educated classes in this country, not to speak of the working classes, do not always maintain any regular accounts or proper budgets of their daily and monthly expenditure, and none can properly satisfy a conscientious investigator calling for exact figures regarding all the details listed in his budgets. Most of these working class families live from hand to mouth with no accurate idea of what their monthly consumption or expenditure amounts to, and even their weekly purchases vary according to the money in their hand. So, the investigators have to rely mostly on rough estimates made by the family members of their purchases and expenditure on different heads. Moreover, there is always a tendency on the part of this class of people to minimise income and exaggerate expenditure, as such enquiries invariably create in them the fear that some sort of tax is about to be imposed on them. The labourers, like all other human beings, are most unwilling to submit to a lengthy examination about their family affairs and have often been reticent and sometimes even misrepresent facts. It is only with sympathy and much coaxing that their suspicions can be dispelled and they may be induced to supply the necessary information. They always look askance at anybody closely enquiring into their income and expenditure, specially at the present time of political unrest. Therefore a high degree of accuracy for the figures cannot be guaranteed, but it is hoped that the information elicited will, as a result of the checks and tests to which it has been subjected, give as true a picture of the worker's standard of living as it is practicable to obtain. A more reliable result was not possible under the circumstances.

8. On the four centres selected, Nagpur represents mainly the cotton textile industry, and mixed diet with the tendencies and tastes of labour of a cosmopolitan character; while Jubbulpore mainly represents potteries and wheat diet with the peculiarities and tastes of the northern people. Akola also represents cotton textile industry, but jowari diet and tastes of Maratha labour with habits peculiar to Berar, while Gondia has been taken as a representative centre of non-regulated industries, manned by a primitive type of labour, mainly subsisting on a rice diet. The budgets are based on the accounts of the months of June and July 1930, and were collected in August 1930. The classification of budgets by industry is as follows :—

Industry.	Nagpur.	Jubbulpore.	Akola.	Gondia.	Percentage of total.
Cotton textile . .	78	12	16	..	50·96
Potteries . . .	..	49	..	..	23·56
Glass factory . .	..	..	..	19	9·13
Miscellaneous . .	24	6	..	4	16·35

9. As differences in the standard of living are supposed to be partly due to communal customs, the percentage expenditure on different groups by different communities at Nagpur has been shown in table No. 6. For a comparison of the standard of living at different centres, the expenditure of the standard family consisting of one man, one woman and two children at the two important centres of Nagpur and Jubbulpore has been illustrated in table No. 5. The size of the family as averaged from all the four centres comes to 4·17 persons consisting of 1·32 men, 1·32 women and 1·53 children. The classification of the composition of families shows that the predominant type of family consists of one man, one woman and two children. Hence this has been taken as the standard family which affords a basis for comparison. Table No. 5 is, therefore, important as illustrating the standard and conditions of the mode.

10. The average income and expenditure in each centre are as follows :—

Centre.	Average income.	Average expenditure.
	Rs. a. p.	Rs. a. p.
Nagpur	29 8 0	30 5 8
Jubbulpore	22 15 8	22 11 5
Gondia	25 4 3	25 2 2
Akola	37 7 5	36 7 10

A few representative budgets* selected from all the income classes of each centre are submitted with this memorandum.

Standard of living.

11. In order to illustrate the standard of life of workers of different classes they have been divided into four different income classes, beginning with families earning less than Rs. 20 per month. Table No. 1 shows the average expenditure of each class on different items, and table No. 2. indicates the average consumption of different food articles per family and *per capita* of equivalent adults. The majority of working class families in this province live in *busties* (colonies) where they build their own houses or huts, and so do not pay any rent, except small ground rents in a few cases. Consequently the budgets that include expenditure on rent are small in proportion, and if averaged for all the families, the rent figure would be very low. Hence the average of only those families that are paying rent has been taken in calculating the figures of rent in table No. 1. Ground rent is also included in rent.

12. From a glance at table No. 1, it will be apparent that families, with incomes of less than Rs. 20 per month, are as a class in perpetual debt at centres like Nagpur and Akola. The average total monthly expenditure of families in this income class is slightly higher than the maximum earning of individual families in the class at the above two centres. It is not so at Jubbulpore and Gondia, and the reason is that at the latter two centres the workers with smaller wages are drawn from a class of labour containing a large percentage of backward people like *Chamars, Kols* and *Kalars*, whose standard of life is distinctly lower. The indigence of this class is also, however, clear from the table, which shows a decidedly higher average expenditure than the average income of the class. The majority of the families of the next group with incomes between Rs. 20 and Rs. 30 per month are indigent in Nagpur and Akola, but are just able to live on their income in Jubbulpore and Gondia. Families in the other two income classes are comparatively better off, with the remarkable exception in Jubbulpore of the class with an average income of Rs. 36-4-0, having an average expenditure of Rs. 39-12 0. This is a peculiar feature of Jubbulpore. The lower income classes there mainly consist of unskilled pottery workers, while the higher income class beginning with Rs. 30 mainly represents skilled workers like fitters. The latter workers in Jubbulpore are drawn from a socially higher class (including even some Brahmins) with a decidedly higher standard of living than that of the low-paid pottery workers. Consequently the poorer members of this class cannot live within their income and the deficit is met partly by incurring debts and partly by contributions from relatives. The workers of this class have always the hope of earning higher wages as they become more and more skilled and expect to be able to liquidate their debts in time. This view is confirmed by the balance of income over expenditure in the next higher income class.

13. As only such working class families, of which the total income do not exceed Rs. 50 a month, have been considered, the majority belongs to the poorer classes, and on an average nearly 65 per cent. of the income is spent on food. It will be apparent from table No. 3 showing percentage expenditure by groups that the percentage of expenditure on food does not decrease with the rise of incomes, as one would expect from Engel's Law. This is due to there being a higher number of persons per family in the higher income classes and also due to many workers in the higher income classes having their own houses

* Not printed.

and thus not having to spend a portion of their income on rent. The operation of Engel's Law will, however, be clearly discernible if we make allowance for these two factors; and it would be more or less apparent that an increase in income is attended with a tendency to decrease the percentage expenditure on food and increase that on others. Percentage expenditure on rent and clothing does not show the expected increase according to Engel's Law. This is due to the fact that the standard of housing and clothing observed amongst Indian labour does not vary so much with income, as with social standing, and local and communal custom. Moreover, the families in the higher income classes prefer building their own houses and save the rent if they have the means to do so. As for clothing, the minimum requirements in Indian climate, specially in the plains, are limited, and clothes of better quality are considered a luxury to be indulged in only on festive occasions.

14. Table No. 1 and table No. 3 show that the expenditure on household requisites is very low, both absolutely and in proportion to the total expenditure. This really means that the bare necessaries of life are cut down to the lowest possible minimum, and indicates a low standard of living. Furniture is practically unknown, and bedding and utensils are of the cheapest kind. Mosquito curtains are hardly ever used, and malarial fever is most common amongst these workers. Improvised bedding and limited number of cheap utensils do not promote cleanliness, and the former is not adequate to ward off occasional dampness and exposure to changes of climate. Such conditions lower the vitality and decrease the power of resistance to disease.

15. Miscellaneous expenditure includes expenditure on luxuries, conventional necessaries and social amenities, and is the real indication of affluence of the working class families under consideration, as will be evident from table No. 1. It follows Engel's Law closely, as may be verified from table No. 3. It is to be noted, however, that the standard of living in the higher income classes is not proportionately higher as their families are comparatively bigger.

16. The analysis of all the budgets gives the following percentage expenditure on the main groups of commodities. A comparison is also made with the corresponding percentages in the Bombay city :—

	Central Provinces.	Bombay (1921-1922).
	Per cent.	Per cent.
Food	64·15	56·8
Fuel and lighting	4·29	7·4
Rent	2·73	7·7
Clothing	9·03	9·6
Household requisites	2·16	..
Miscellaneous	17·64	18·5

Details of the percentage of expenditure on the main groups are shown by income class in table No. 3. The size of the families averaged is not the same, as the greater percentage of expenditure on food in the higher income classes is mainly due to their families consisting of a large number of persons. The average and percentage expenditure on different groups with the size of the family being constant, are stated in table No. 5. As the size selected is of the standard family of one man, one woman and two children, which happens to be the mode, the results have been tabulated for the two important centres for a comparative study of the standard of living.

17. (*i*) *Food.*—The cereals form, by far, the largest proportion of food articles and are mainly taken with pulses which also supply some amount of protein to the body. Fish, meat and even vegetables are consumed in small quantities. The average monthly consumption of cereals *per capita* is 20 seers in Nagpur, 21 seers in Jubbulpore, 23 seers at Gondia and 20·36 seers at Akola, and that of pulses 3·68 seers in Nagpur, 6·08 seers in Jubbulpore, 5·39 seers at Gondia and 3·53 seers at Akola. Quite a high percentage of workers other than those in the lowest income class incur expenditure on fish and meat at all centres, which indicates that the families in the lowest income class cannot afford it. The monthly expenditure on this item is small but not negligible. The monthly consumption *per capita* is only 1·13 seers in Nagpur, 1·48 seers in Jubbulpore, 0·5 seers at Akola (where fish is very scarce) and 1·43 seers at Gondia. It is taken more as a luxury than for nourishment.

18. The consumption of milk varies a good deal at different centres as well as from one income class to another. In Nagpur 40 to 45 per cent. of the working class families consume milk, while it is a favourite article of diet with the families in the higher income classes in Jubbulpore. Not even 25 per cent. of the families in the lowest income class can afford it, while in the next higher class 54 per cent. of the families consume it, and in the two highest classes all the families consume milk. The average percentage of working class families, of all incomes, consuming milk in Jubbulpore is, however, just over 50 per cent. At Gondia too, the percentage is 52, but at Akola it is a very favourite article of diet being consumed by practically all the working class families. One of the reasons for this higher figure for milk at Akola is that in urban areas in Berar even the poorest classes have begun to take to tea more or less as a necessary. The average family consumption per month is 2 seers in Nagpur, 3·8 seers in Jubbulpore, 2·3 seers at Gondia and 9 seers at Akola. The use of *ghee* is most common in Jubbulpore. *Ghee* is consumed by 53 per cent. of families in Nagpur at the rate of 0·25 seers *per capita* per month, by 83 per cent. of families in Jubbulpore at the same rate, by 59 per cent. of families at Akola at the rate of ·29 seers *per capita* per month and only by 28 per cent. of families at Gondia at the rate of ·2 seers *per capita* per month. The consumption of oils which is practically universal partly makes up for lack of *ghee*.

19. The quantity of each article of food consumed per family on the average, and the quantity consumed *per capita* of the actual number of families using the article are set out in table No. 2. The consumption *per capita* is arrived at by conversion of women and children into equivalent adults by means of Luck's co-efficients and dividing the family consumption by the average number of equivalent adults in the family. The corresponding items in the jail diet in the province are also indicated in the table below for comparison.

	Daily consumption per adult.								
	Average of family budgets.				Central Provinces jails.		Bombay jails.		
	Nagpur.	Akola.	Gondia.	Jubbulpore.	Labouring.	Non-labouring.	Hard labour.	Light labour.	Bombay industrial workers.
	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.
Cereals	1·31	1·04	1·54	1·4	1·6	1·13	1·50	1·38	1·29
Pulses	0·17	0·18	0·21	0·22	0·38	0·25	0·27	0·21	·09
Fish and meat	·04	·06	·02	·02	*	*	0·04	0·04	·03
Salt	·05	·05	·05	·03	0·037	0·031	0·03	0·30	·04
Oils	·03	·03	·027	·02	0·031	0·031	0·03	0·03	·02
Vegetables	·14	·19	·26	·15	0·50	0·50	..	..	Not available.
Others†	·095	·115	·15	·16	0·016	0·016	..	..	·07

*Fish may be issued instead of dal, if procurable at the same rate.
†Includes sugar, condiments, milk and *ghee*.

20. The general conclusion is that the industrial workers consume less cereals and pulses than are provided to the labouring prisoners, but as the diet of the latter does not ordinarily contain meat or fish the nutritive value of the diet of the workers compares favourably with that of the prisoners, except that the prisoners in the Central Provinces jails consume more fresh vegetables than do the workers. Moreover the diet of the family budgets contains more varied and palatable items than does the jail diet, and better assimilation of the food is, therefore, expected in the former case. The quantity of cereals too is not insufficient as will be evident from the above table. The industrial workers of the province seem to be better off in this respect than those of Bombay (as ascertained in 1923).

21. (*ii*) *Fuel and Lighting.*—The expenditure on fuel and lighting is chiefly on wood, kerosene and matches being the other items. But in Jubbulpore all the pottery-workers get fuel free from the employers; hence no expenditure is incurred on the item by the main body of industrial workers. Moreover wood is much cheaper in Jubbulpore and Gondia. There is no expenditure on gas and electricity by the working class families in this province. The percentage expenditure on this group is not liable to any great variation with the various income classes, but depends more or less on the size of the family.

22. (*iii*) *Clothing.*—The average monthly expenditure is arrived at by dividing the total expenditure on each article of clothing by the number of months it is estimated to last. The expenditure on clothing is not proportionately low in the lowest income class, as a minimum standard of decency has to be maintained. It naturally rises in the higher income classes, but is also affected by communal custom. As an instance of the latter it may be mentioned that Muhammadan workers always consider a set of special clothes for ceremonial and festive occasions almost a necessity and spend comparatively more on them. It may be noted that the monthly proportion of the annual expenditure on clothing and other occasional expenditure represents the major portion of the deficit in the family budget of the lowest income classes. Such expenditure is actually incurred in lump sums off and on during the year and not every month.

23. The percentage of families incurring expenditure on shoes and sandals is the highest in Jubbulpore and the lowest in Nagpur. Monthly average of the lowest class in Nagpur is one anna only, while the highest average is ten annas in Jubbulpore. Very few workers wear shoes or sandals during working hours with the result that foot-sores and ulcers are common amongst them, and sometimes lead to serious consequences. Many, as will be evident from the table, do not use shoes and sandals at all rendering themselves liable to hook-worms and other diseases.

24 (*iv*) *Household requisites.*—The meagre expenditure on this head as is apparent from table No. 1 is due to the use of cheap articles like ordinary earthenware for utensils and torn clothes stitched together for bedding. Furniture is conspicuous by its absence, but for one or two *charpoys* (light cot woven with coir strings) in a limited number of families. A few household articles are handed down from father to son, but it will serve no practical purpose to make allowance for them in the monthly budget. Repairs of such articles have been included under the head utensils, etc., in the table. The low standard of comfort that these workers can afford is evident from the expenditure on this head which rises with the higher income classes. The consequence is the lowering of vitality and exposure to dirt and disease.

25. (*v*) *Housing.*—The average expenditure on rent by the working class families is shown under rent in table No. 1. It shows that 28 per cent. in Jubbulpore, 70 per cent. in Nagpur, 88 per cent. at Akola and 100 per cent. at Gondia pay rent for their houses. Ground rent, when paid, and municipal taxes, if any, are also included in the figure of rent. A large number of working class families in this province pays ground rent on plots on which they build their own huts. A good proportion live in their own huts in the town.

26. The predominant scales of rent at the four centres are stated in table No. 10, which shows that rent rates are the highest at Akola and the lowest at Gondia, and on the average they are slightly higher in Nagpur than in Jubbulpore. Nearly 60 per cent. of the working class families live in single rooms, about 10 per cent. of which are provided with verandahs, and about 40 per cent. live in two rooms, 10 per cent. of which again are provided with verandahs. Table No. 10 illustrates the number of families occupying different types of accommodation at different centres.

27. Houses have been classed as "good", if they are made of brick, have at least one window ($2\frac{1}{2}' \times 1\frac{1}{2}'$ approximately) to each room, and have the advantage of good water supply and sanitary conveniences within easy reach; "bad", if they are constructed of mud, bamboo, etc., are not maintained in decent repairs, have no provision for ventilation in the rooms, and have only primitive sanitary arrangements; and "fair", if the houses inspite of being mud-built are maintained in good repairs, are provided with roof ventilation or some other sort of ventilating openings and satisfactory water supply, though without sanitary conveniences. Under the above classification in table No. 10 most of the houses at Gondia are "bad" while the majority in Nagpur may be said to be "good". Practically all the houses at Akola are "fair" while at Jubbulpore most of the houses are the same. From table No. 10, it also appears that no house at Gondia has been classed as "good" and very few are so classed at Akola and Jubbulpore, while all the three classes are well represented in Nagpur.

28. The average size of rooms may be taken to be $10' \times 8' \times 7'$, but in the mill *chawls* provided by the cotton mill authorities, the height averages 9 feet. In many houses, however, where the workers have built their own houses, the living room in each house, called *majghar* (central room), is much larger in size, and generally varies from $20' \times 12' \times 9'$ to $25' \times 15' \times 10'$, often with a loft provided below the roof. Rooms of even bigger sizes upto 30 feet with double sets of doors and windows have been recorded, but these are very rare. Doors are generally narrow being on an average $6' \times 3'$ to $6\frac{1}{2}' \times 3\frac{1}{2}'$ in size. Drains are generally conspicuous by their absence, except in one or two mill *chawls*, and the waste water of such colonies is always a source of nuisance to the neighbourhood.

29. Overcrowding in one room tenements is apparent from table No. 10, which gives the average number of persons per room. But it does not compare unfavourably with the general average for the whole province as recorded in the census report of 1921. According to the census report the average figure per house for the whole province has been 5 since 1891. Overcrowding is specially marked at Akola, and the average is 4·2 persons per room in single room tenements, which is worse than was the case in Bombay* in 1921.

30. (*vi*) *Miscellaneous Expenditure.*—Expenditure on hair-cutting, washing of clothes, tobacco, liquor, *pan supari*, education, medicine, amusement, repayment of debt and contributions to the provident fund (in the case of the workers of the Empress Mills, Nagpur, only) are all included under this head. Expenditure on these items is the lowest in Jubbulpore and the highest in Nagpur. In the lowest class the average per month is a little over Rs. 2 per month and in the highest class the average varies from Rs. 7 in Jubbulpore to Rs. 12 at Gondia. It has been very difficult to estimate expenditure on these items accurately, as they are not common to all families.

31. *Liquor.*—The expenditure on liquor is not often disclosed, hence it is generally understated. The same is partly true of narcotics like opium. At the time of the present enquiry picketing of liquor shops was going on in many places and many workers temporarily gave up liquor. The figures are, therefore, much lower than would otherwise have been the case. Moreover, the percentage of families consuming liquor and narcotics is small as shown in table No. 1 and so the average figure would not give an indication of the actual expenditure. Only 8 per cent. of the lowest income class incur expenditure on this item, while it is only 2·86 per cent. in Jubbulpore. In other income classes, too, the percentages is not high. The expenditure on this item is the highest at Akola and the lowest in Jubbulpore. The average in Nagpur is only one-third of an anna per month in the lowest income class and annas 32 pies 2 per month in the highest. It should be remembered, however, that these figures have been arrived at by taking the average of all the families, whether they consume liquor or not. If only those that consume liquor and narcotics are taken into account the expense of 4 pies per month in the lowest income class would really amount to four annas per month for the actual consumers. The figures on this item are, however, put forward with the greatest reserve.

32. It is surprising to note that even the budgets of the scavengers, collected specially for this purpose, show very little expenditure on liquor. It is common experience that the scavengers as a class are given to drinking too much, running into debt in consequence, inspite of good family earnings. But in the present instance no such expenditure on drinking was disclosed inspite of careful cross-

*The average for single room tenement was 4·03 persons per room, for 2 rooms 2·11, for 3 rooms 1·60 and for 4 rooms 1·30 persons per room.

examination. This is no doubt due to the fact that most of the scavengers have taken an oath before caste panchayats not to indulge in drinking as before. Table No. 6 brings out the fact clearly. Moreover liquor is not easily available to the workers due to the present campaign of picketting and where it is indulged in secretly it is not easily disclosed. Many workers have stated while the collection of budget was in progress that they have given up the drink habit.

33. *Tobacco and pan supari.*—These are conventional expenses, *pan supari* amounting practically to necessity in the case of Indian workers, incurred by nearly 90 per cent. of the workers and the amount spent is not negligible. The expenditure on these items is higher in Jubbulpore and Akola than in Nagpur and Gondia, as will appear from table No. 1. In Nagpur the average expenditure on both is less than Re. 1 in all classes, while at Gondia it is 8 annas in the lowest and nearly Rs. 2 in the highest income classes. At Akola it is nearly Re. 1-12-0 in all income classes except the lowest, while in Jubbulpore it varies from 7 annas in the lowest to Rs. 2-10-0 in the highest income class.

34. *Education.*—It will be evident from table No. 1 that the expenditure on education is hopelessly low, and is incurred by a very small percentage of workers. It is practically *nil* in the lowest income class and negligible in the others. Re. 1 tabulated in the highest income class at Gondia really means one family only where an amount of Rs. 3 per month is spent on education, otherwise the highest average in any one of the income classes is less than 4 annas per month. Expenditure on education is most common in Nagpur and next comes Jubbulpore. At other centres it is negligible. It is hardly necessary for us to dilate at length on the effects of this lack of education on the efficiency and general welfare of labour. It is only in the Empress Mills of Nagpur that educational work is regularly carried on amongst the mill labourers through the agency of Welfare Work Centres run by the Y. M. C. A., and the mill schools. (Details of these activities have been set forth in the Memorandum* of Evidence already presented to the Labour Commission by the Manager of the mills.)

35. Illiteracy prevails in the home of most of the working class families as would be clear from the following figures relating to about 200 families:—

	Total.	Literate.
Men	270	87
Women	274	15
Children	312	67

Number of families with literate men	
Number of families with literate women	8
Number of families with school-going children . . .	46

36. *Medical.*—Medical expenses are very low and this is chiefly due to provision for free medical attendance existing in most of the organised industries. It is also, however, partly due to inability to pay for medical attendance. There is a number of dispensaries provided by the mills, local bodies and the Government in most of the important industrial centres, and free treatment is available to the industrial workers and their families in such places. There exists, however, on the part of many workers a feeling that they are not properly attended to in these free dispensaries and many workers would also prefer to avail themselves of indigenous systems of treatment. Such workers very much desire to call in independent medical aid at their own cost, but are unable to do so on account of poverty.

37. *Amusements.*—The average expenditure on amusements as shown in table No. 1, is too low, and is another proof of the low standard of living of the workers. The percentage of workers incurring such expenses is low except in the higher income classes. Only the highest income class in Nagpur and the two higher income classes in Jubbulpore appear to have been able to spend any considerable percentage of their incomes on amusements. The usual forms of amusements on which the expenditure is incurred are periodical festivals, *bhajans* (religious music). Peripatetic, dramatic shows or circus and even cinemas in places like Nagpur, Jubbulpore and Akola.

*Royal Commission on Labour, Evidence Volume III, Part I, pages 76-77.

38. *Religious ceremonies.*—Expenditure on religious ceremonies is incurred by a high percentage of working class families. The monthly expenditure on this item is not so high as is often supposed and the monthly averages are less than Re. 1 in all income classes, the exceptional case of the highest income class at Gondia representing three families only. Such religious ceremonies are a sort of recreation to the working class families and also make for communal and social solidarity. Such expenditure must, therefore, be regarded as a reasonable and useful item of the workers budget. The average monthly expenditure in the lowest income class is 3 annas in Nagpur, 10 annas in Jubbulpore and 6 annas at Gondia. Only at Akola the percentage of families spending on this item is less than 50 in both the higher classes and the average expenditure too decreases with the higher income classes, and is only 1 anna 6 pies in the highest income class.

39. *Provident Fund.*—As provident fund is maintained only in the Empress Mills, Nagpur, payments on that account have been reported from Nagpur only in respect of several employees of these mills. Nearly 50 per cent of the workers of the mills contributed to the fund. The rate of contribution by members was fixed at one anna per rupee earned per month. From the budgets collected from the Empress Mill workers, it was found that 51·3 per cent. of the families were contributing to the provident fund. The maximum, minimum and average contribution being Rs. 3-2-0, Rs. 1-2-0 and Rs. 1-11-0, respectively. It must be noted, however, that this is not an item of expenditure, but is a saving. It shows that the Indian workers are not so improvident as ignorant. Where proper facilities are provided they are found to be keen on laying by something for the future, even when their means are very scanty.

40. *Indebtedness.*—Table No. 1 shows that payments are made for the redemption of debts by practically all the income classes. The percentage of working class families making such payments is below 50 in all the income classes except two, and mostly, it is below 30 per cent. But this is really no indication of either the amount of indebtedness or the percentage of indebted families. That is illustrated in table No. 11. Workers in lower income classes are unable to repay their debts in a majority of cases and can ill afford to make monthly payments for liquidation of the same. In most cases payments are made when the money-lenders are very insistent, or when the workers are in comparatively easier circumstances and have some surplus. So, while collecting the budgets, much difficulty was experienced in obtaining the accounts of such irregular payments. The workers can state the amount they have borrowed, and have some idea of the amounts they have repaid, but can rarely state the exact instalments or amounts of repayment already made. The interest, too, is not often paid monthly and the worker frequently does not know what his interest charges are.

41. Out of about 210 families, 130 families are involved in debt, and their total debt amounts to Rs. 24,408, which means practically 62 per cent. of the working class families are heavily indebted. Table No. 11 shows the extent of indebtedness at different rates of interest and the number of families affected. Table No. 12, on the other hand, illustrates the causes of indebtedness, and how it affects the different income classes. The most common cause of indebtedness is marriage and next comes maintenance. Festivals and funerals account for very little and the sum borrowed for such purposes is generally small. It is to be noted that very little money is borrowed on account of sickness, which may either mean that serious illness is rare, or what is more likely that sickness is often neglected or treatment received in free dispensaries. Debts incurred for house building and maternity expenses are reasonable.

42. Rates of interest on debts show that 25 per cent. per annum is the most usual rate charged, and by far the largest amount of loans is incurred at that rate. But interest as high as 150 per cent., *i.e.*, two annas per rupee, per month is not unknown and is generally exacted by the *Kabuli* money-lenders. The commonest term of such loan is the *sawai* system (*i.e.*, with 25 per cent. interest) which requires that 1¼ times the money borrowed should be repaid within one year, and if it is not repaid within the stipulated time, compound interest is charged.

43. It should be noted here, that information about indebtedness could not be verified on account of lack of information about the respective money-lenders, and the unwillingness of workers to disclose such information. A few cases, however, have been checked from *sowcars* and their books. A sample

page of such books has been given in the appendix. Money-lenders charging exorbitant rates of interest, especially *Kabulis*, are satisfied with interest only and do not insist on repayment of the principal, and those that are indebted to them also do their best to evade repayment either by changing their address or going away to their native villages.

44. *Occasional expenditure.*—A large percentage of debts is incurred on account of occasional expenditure, such as are tabulated below. Expenditure on house-building, house-purchase, home-remittances, etc., which are in the nature of investments, have been excluded from this head. Information has been collected about expenditure incurred on the following heads within the last twelve months, so as to obtain some definite idea of occasional expenditure :—

Heads of expenditure.	Nagpur.				Jubbulpore.			
	Minimum.	Maximum.	Average.	Number of families.	Minimum.	Maximum.	Average.	Number of families.
	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	
Festival	1 8 0	25 0 0	12 10 6	13	5 0 0	40 0 0	22 3 2	5
Marriage	20 0 0	650 0 0	250 11 5	21	30 0 0	200 0 0	115 13 4	6
Funeral	12 12 0	68 0 0	42 2 5	5	6 0 0	50 0 0	27 0 0	3
Sickness	10 0 0	50 0 0	27 0 0	5	20 0 0	50 0 0	35 0 0	2
Others	10 0 0	365 0 0	70 11 5	7	5 0 0	70 0 0	31 5 4	6

Heads of expenditure.	Gondia.				Akola.			
	Minimum.	Maximum.	Average.	Number of families.	Minimum.	Maximum.	Average.	Number of families.
	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	
Festival	..	..	..	..	4 0 0	8 0 0	6 0 0	2
Marriage	60 0 0	60 0 0	60 0 0	1	115 0 0	115 0 0	115 0 0	1
Funeral	..	..	..	..	..	..	..	..
Sickness	..	..	..	..	..	..	..	..
Others	26 0 0	26 0 0	26 0 0	1	10 0 0	10 0 0	10 0 0	..

45. Expenditure under this head except that on marriages is not very high. The average scale of expenditure on marriages is not very unreasonable, neither certainly much lower than it is commonly supposed to be. All the misery of the working classes does not therefore appear to be caused by ceremonial expenditure.

Size of the family.

46. A self-contained family consisting of husband, wife and two children living together is the rule amongst the working classes in this province, and normal families have been selected as far as possible for collecting the family Budgets. Table No. 7 shows how few are the dependants living away from the family.

47. The average working class family in Nagpur consists of 1·4 men, 1·4 women and 1·7 children, in all 4·5 persons, as against 4·2 persons per family in the city of Bombay. In Jubbulpore, the average comes to 1·1 men, 1·1 women and 1·34 children, while at Gondia it is 1·3 men, 1·26 women and 1·09 children and at Akola 1·8 men, 1·9 women and 1·9 children. Taking all the centres together, the average family consists of 1·32 men, 1·32 women and 1·53 children. Relatives living away from the family and wholly or partly relying for their maintenance on remittances from the workers have been classed as "dependants". No such dependants are shown in Jubbulpore and Gondia, while in Nagpur and Akola the average is calculated to Rs. 0·16 and 0·438 persons, respectively, per family. Including the dependants, the average family in Nagpur consists of 4·71 persons, as against 4·8 in Bombay, while at Akola it comes to 5·26 persons. Details of these averages are shown by income classes in table No. 7.

48. Table No. 8 is a classification of the working class families according to their composition and illustrates the predominant type. The family with one man, one woman and two children is the most common and has been taken as the standard family, instead of the so-called "normal" family of five persons; and the percentage expenditure of such a family on the main groups of commodities at two important centres is illustrated in table No. 5.

49. The analysis of families according to the number of wage-earners illustrated in table No. 9 shows that families with two wage-earners are most common in Nagpur and Gondia, while those with one wage-earner are predominant in Jubbulpore and Akola. The lowest income class mainly consists of one wage-earner per family. The average income per wage-earner is highest in the families with one wage-earner and least in the families with the highest number of wage-earners per family. It appears, therefore, that each family consists of one main whole-time wage-earner, and other subsidiary wage-earners, supplementing the family income when such employment is available.

Summary of conclusions.

50. We may add here a summary of the broad conclusions suggested by the enquiry :—

(1) The average monthly income and expenditure at different centres are—

	Income.			Expenditure.		
	Rs.	a.	p.	Rs.	a.	p.
Nagpur	29	8	0	30	8	0
Jubbulpore	23	0	0	22	12	0
Gondia	25	4	0	25	2	0
Akola	37	8	0	36	8	0

It is evident that the working class families live on the margin of bare subsistence. There is no saving and practically no surplus to meet any unforeseen expenditure.

(2) The percentage expenditure on the main groups are—

	Per cent.
Food	64·2
Clothing	9·0
Fuel and lighting	4·3
Rent	2·7
Household requisites	2·2
Miscellaneous	17·6

(3) Food absorbs nearly 65 per cent. of the total expenditure and very little is left for decencies and luxuries. The standard of living is thus low.

(4) The greater the earning, the smaller the percentage of it spent on food *per capita*.

(5) Percentage expenditure on household requisites and rent being as low as 2·2 and 2·7, respectively, it is clear that the standard of comfort is very low.

(6) The diet of the working class families compares favourably with that of the non-labouring prisoners and is superior to that of the industrial workers of Bombay, but it falls short of the scale prescribed for labouring prisoners in the Central Provinces jails.

(7) The family budgets include articles of comparatively higher nutritive value, such as sugar, milk, *ghee*, meat, etc., which do not ordinarily find place in jail diets.

(8) In the diet of working classes, the expenditure on food grains (cereals and pulses) predominates. But the percentage expenditure on cereals tends to decrease and that on other food increase with increase in income.

(9) The expenditure on clothing is only 9 per cent. and is low as compared with other countries. This is, however, sufficient for protection in warm climate, except for occasional changes of weather.

(10) The predominant rent range of rooms for the working class families is 8 annas to Rs. 2 per month for single rooms and Re. 1 to Rs. 4 per month for double rooms. About 60 per cent. of the working class families live in single rooms and 30 per cent. in double rooms.

(11) The average number of persons living in each room varies from 3 to 4 in single room tenements, from 2 to 3 in double room tenements, and from 1·5 to 2 in three-room tenements.

(12) The expenditure on alcohol and drugs is generally understated, and during the present political campaign in favour of boycott of excise shops, the average figures obtained for expenditure on liquor and narcotics are quite low.

(13) Expenditure on *pan supari*, tobacco and religious ceremonies account for the major portion of the miscellaneous expenditure.

(14) The expenditure on education is hopelessly low. The highest average in any one of the income classes is less than 4 annas per month. Compulsory and free primary education, however, is in force at many of the industrial centres.

(15) Approximately 62 per cent. of the families are disclosed to be in debt. The most prevalent rate of interest is 25 per cent. per annum. The most common cause of indebtedness is marriage in the family and next comes maintenance.

(16) The average family consists of 4·17 persons, *viz.*, 1·32 men, 1·32 women and 1·53 children. The predominant type of family is made up of one man, one woman and two children.

APPENDIX I.

Extracts from the sowcar's books.

A. (1) Pandurang Vithoba, Teli, surname Patil, of Nagpur, (2) Nago Kashinath, Teli, Fating, Model Mills Chawl, Circle No. 2, Nagpur, (3) Narasaya Rajanna, Telanga Mistri, Telanga Fulmali of Sitabuldi, had taken a loan of Rs. 100 on the 18th May 1929 from Nimbaji Siwaji Godghate, Mahar, of Nagpur, Circle No. 2, on the sawai terms (total Rs. 125) with an agreement of paying an instalment of Rs. 10-8-0 per mensem.

.....

B. (1) Nago Kashinath, Teli, surname Fating, and (2) Pandurang Vithoba, Teli, Patil, Circle No. 2, Ganesh Peth, had taken a loan of Rs. 80 on sawai terms (total amount Rs. 100) on the 17th July 1929 from one Nimbaji Siwaji, Mahar, Godghate, of Nagpur, on an agreement of paying an instalment of Rs. 5 per mensem.

.....

C. Details of the instalments paid for the loan of Rs. 250 taken by one Nago Kashinath, Teli, Model Mills Chawl, from the creditor Budhulal Jagannath, Deosar Bania, Circle No. 2, Ganesh Peth, Nagpur—

Rs. 14 received on the 13th February 1930.

Rs. 14 received on the 13th March 1930.

Rs. 10 received on the 10th April 1930.

Rs. 14 received on the 16th May 1930.

Rs. 14 received on the 15th June 1930.

Rs. 14 received on the 23rd July 1930.

APPENDIX

TABLE

Statement showing average income and

Details.	Nagpur.							
Income class.	Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
Average number of persons per family.	3·6		3·4		6·05		5·6	
Average monthly income.	Rs. 10-12-6.		Rs. 24-12-6.		Rs. 34-12-0.		Rs. 47-3-6.	
——	Average Expenditure.	Percentage of families consuming the article.	Average Expenditure.	Percentage of families consuming the article.	Average Expenditure.	Percentage of families consuming the article.	Average Expenditure.	Percentage of families consuming the article.
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Food.								
Cereals . .	7 10 4	100	8 8 0	100	10 8 6	100	12 14 2	100
Pulses . .	1 4 11	100	1 8 8	100	2 1 1	100	2 7 1	100
Fish and meat.	0 8 1	52	1 0 0	82·9	1 7 9	75	2 6 2	91
Sugar and sweetmeats.	0 9 0	58	0 10 7	88·6	0 12 4	75	1 2 2	87·5
Milk . .	0 5 9	36	0 8 0	40	0 8 0	45	0 10 3	45·8
Ghee . .	0 9 0	52	0 10 9	51·4	1 1 9	65	0 12 9	37·5
Oils . .	0 14 4	100	0 13 5	100	1 5 0	100	1 8 0	100
Fruits and vegetables.	0 9 9	80	1 0 0	91	0 14 9	80	1 9 5	95·8
Others . .	1 0 10	100	1 2 6	100	1 6 10	100	2 1 0	100
Total food .	13 8 0	..	15 13 11	..	20 2 0	..	25 7 0	..
Fuel and lighting.	1 12 4	100	2 3 5	100	1 6 8	100	3 1 6	100
Clothing.								
Men's . .	0 10 10	96	1 0 0	97·10	0 13 3	100	1 11 0	100
Women's .	0 10 10	96	0 15 3	91·4	1 1 4	95	1 3 7	100
Children's .	0 3 8	64	0 4 6	62·9	0 6 5	85	0 9 6	79·2
Shoes and sandals.	0 1 0	40	0 3 4	51·4	0 4 0	65	0 3 9	66·7
Total clothing	1 10 4	..	2 7 1	..	2 9 0	...	3 11 10	..

II.

No. 1.

expenditure of families at different circle.

Jubbulpore.

Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
3·17		3·35		4·8		5·8	
Rs. 16-4-3.		Rs. 24-11-6.		Rs. 36-4-0.		Rs. 46-8-0.	
Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
7 7 6	100	8 9 7	100	10 8 0	100	13 13 1	100
1 5 7	100	1 10 7	100	2 12 0	100	3 6 0	100
0 2 1	25·7	0 6 2	50	0 12 0	37·5	1 6 0	66·7
0 8 2	100	1 0 10	95·15	1 15 6	100	2 7 0	100
0 3 5	22·9	1 0 8	53·63	1 15 9	100	1 2 6	100
0 9 6	71·43	0 15 10	86·36	1 14 2	100	2 4 0	100
0 8 8	91·42	0 10 4	100	1 0 11	100	1 3 3	100
0 7 2	91·42	0 11 3	100	2 7 4	100	1 7 9	100
0 8 0	100	0 10 3	100	1 1 4	100	1 9 1	100
11 12 1	..	15 11 6	..	24 7 0	..	28 10 8	..
0 11 3	100	0 14 7	100	2 7 1	100	2 6 3	100
0 11 2	100	0 14 3	100	1 6 6	100	1 4 4	100
0 8 6	100	0 11 1	90·9	0 13 7	100	0 15 8	100
0 2 8	57·14	0 4 7	72·72	0 12 8	75	0 10 7	83·33
0 2 10	85·71	0 5 11	100	0 10 0	75	0 5 3	100
1 9 2	..	2 3 10	..	3 10 9	..	3 3 10	..

TABLE

Statement showing average income and

Details.	Akola.							
Income class.	Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
Average number of persons per family.	5		4		4·6		6·8	
Average monthly income.	Rs. 19-10-0.		Rs. 27-12-0.		Rs. 35-11-6.		Rs. 47-11-3.	
—	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Food.								
Cereals . .	4 4 0	100	6 7 0	100	8 5 4	100	11 8 0	100
Pulses . .	1 14 0	100	2 1 3	100	1 11 6	100	2 1 7	100
Fish and meat	..	..	1 8 0	100	1 15 7	87·5	1 6 10	60
Sugar and sweetmeats.	1 1 0	100	1 3 6	100	1 0 0	100	0 15 6	100
Milk . .	2 0 0	100	1 8 0	100	2 0 11	100	2 6 2	100
Ghee . .	2 0 0	100	0 10 6	50	1 1 9	100	2 3 2	60
Oils . .	0 0 4	100	1 9 6	100	1 11 0	100	2 1 3	100
Fruits and vegetables.	0 8 0	100	1 8 0	100	1 2 11	100	1 14 0	100
Others . .	0 5 0	100	1 12 9	100	1 11 2	100	1 13 11	100
Total food .	12 0 4	..	18 4 6	..	20 12 2	..	26 6 5	..
Fuel and lighting.	1 2 6	100	2 6 0	100	2 14 4	100	3 11 0	100
Clothing.								
Men's . .	1 8 0	100	1 8 0	100	0 15 3	100	2 2 7	100
Women's .	1 8 0	100	1 9 0	100	1 2 0	87·5	1 7 6	100
Children's .	1 0 0	100	0 8 0	100	0 9 0	87·5	0 15 4	100
Shoes and sandals.	..	..	0 4 0	50	0 4 10	87·5	0 6 10	100
Total clothing	4 0 0	..	3 13 0	..	2 15 1	..	5 0 3	..

No. 1—*contd.*

expenditure of families at different circles—*contd.*

Gondia.

Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
2·3		3·5		5		4	
Rs. 14-1-3.		Rs. 24-11-3.		Rs. 33-2-0.		Rs. 42-0-0.	
Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
5 0 3	100	9 3 5	100	11 12 7	100	9 7 4	100
1 0 0	100	1 14 1	100	2 0 9	100	1 14 0	100
0 3 9	66·66	0 6 5	80	0 7 6	83·33	0 7 6	66·56
0 10 7	100	0 10 0	90	0 12 5	100	1 5 6	100
0 0 3	33·33	0 3 2	50	1 0 0	100	1 0 0	33·33
0 1 2	16·66	0 0 11	10	0 9 9	50	2 8 0	66·66
0 9 3	100	0 14 1	100	1 1 0	100	1 0 0	100
0 13 6	100	1 3 7	90	1 5 6	100	1 12 0	100
0 10 3	100	0 15 2	100	1 5 6	100	1 6 6	100
9 1 0	..	15 6 10	..	20 7 0	..	20 12 10	..
1 3 7	100	1 13 1	100	2 8 7	100	1 10 0	100
0 12 2	66·66	1 5 7	90	1 6 11	100	1 9 2	100
1 2 2	83·3	1 9 2	100	1 2 0	100	1 2 8	66·66
0 1 7	83·33	0 3 2	50	1 4 3	66·66	0 11 2	66·66
0 2 3	66·66	0 3 2	90	0 4 2	100	0 3 0	66·66
2 2 2	..	3 5 1	..	4 1 4	..	3 10 0	..

TABLE

Statement showing average income and

Details.	Nagpur.											
Income class.	Below Rs. 20.			Rs. 20 and below Rs. 30.			Rs. 30 and below Rs. 40.			Rs. 40 and below Rs. 50.		
Average number of persons per family.	3·6			3·4			6·05			5·6		
Average monthly income.	Rs. 16-12-6.			Rs. 24-12-6.			Rs. 34-12-0.			Rs.17-3-6.		
—	Average expenditure.		Percentage of families consuming the article.	Average expenditure.		Percentage of families consuming the article.	Average expenditure.		Percentage of families consuming the article.	Average expenditure.		Percentage of families consuming the article.
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Household goods.												
Bedding .	0	1	6	44	0	3	2	62·9	0	4	0	65	0	8	10	79·2
Utensils .	0	1	8	88	0	1	5	71·4	0	2	8	90	0	2	6	79·2
Total household goods.	0	3	2	..	0	4	7	..	0	6	8	..	0	11	4	..
Rent.												
Average obtained from families paying rent.	1	5	6	16 families.	1	4	4	26 families.	1	1	5	14 families.	1	3	0	14 families.
Miscellaneous.												
Liquor and narcotics.	0	0	4	8	0	2	9	20	0	5	1	10	0	3	2	16·7
Tobacco .	0	7	5	84	0	8	2	85·8	0	8	11	85	0	7	3	91·7
Pan supari .	0	8	9	80	0	8	11	97·1	0	7	8	90	0	1	5	95·8
Education .	0	0	1	12	0	0	3	11·4	0	3	11	30	0	1	2	12·5
Medical .	0	0	4	4	0	1	8	8·6	0	6	4	30	0	1	9	25
Amusements .	0	0	8	16	0	3	3	42·9	0	3	5	25	0	5	6	64·2
Religious ceremonies.	0	3	0	64	0	3	0	65·7	0	5	2	65	0	4	8	70·8
Payment of debts. ..	0	13	9	20	1	14	6	34·4	2	1	7	30	5	14	9	62·5
Others . .	0	12	0	72	1	3	4	80	1	6	0	70	1	7	5	79·2
Total miscellaneous.	2	14	4	..	4	13	10	..	6	0	1	..	8	15	1	..
Total average expenditure.	21	5	8	..	26	15	2	..	31	9	10	..	43	1	9	..

No. 1—*contd.*

expenditure of families at different circles— *contd*;

Jubbulpore.

Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs 40.		Rs. 40 and below Rs 50.	
3·17		3·35		4·8		5·0	
Rs. 16-4-3		Rs. 24-11-6.		Rs. 36-4-0.		Rs. 46-8-0.	
Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
0 4 3	97·14	0 7 3	100	0 9 11	100	0 15 10	100
0 2 1	88·85	0 2 2	90·9	0 7 4	62·5	0 6 8	100
0 6 4	..	0 9 5	..	1 1 3	..	1 6 6	..
0 9 6	5 families.	2 0 6	4 families.	1 10 3	5 families.	1 0 0	4 families.
0 0 5	2·86	0 0 2	9·09	0 1 0	12·5	1 0 0	16·66
0 5 9	100	0 6 0	95·45	0 14 4	100	1 2 0	100
0 1 7	82·9	0 8 1	95·45	1 0 3	100	1 8 0	100
0 0 3	5·71	..	..	0 3 3	37·5	0 2 2	50
0 1 0	11·43	0 0 6	15	0 7 6	87·5	0 15 8	50
..	..	0 0 7	18·18	0 6 1	75	0 6 6	83·33
0 10 9	65·71	0 13 3	72·72	0 14 3	100	0 10 0	100
0 4 7	8·57	0 4 2	31·82	0 10 0	25	..	..
0 11 2	100	0 10 5	100	1 15 9	100	1 3 9	100
2 3 6	..	2 11 2	..	6 8 5	..	7 0 1	..
17 3 10	..	24 3 8	..	39 12 9	..	43 11 4	..

TABLE

Statement showing average income and

Details.	Akola.							
Income class.	Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
Average number of persons per family.	5		4		4·6		6·8	
Average monthly income.	Rs. 19-10-0.		Rs. 27-12-0.		Rs. 35-11-6.		Rs. 47-11-3.	
—	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Household goods.								
Bedding .	0 6 0	100	0 8 0	100	0 9 6	100	0 11 7	100
Utensils .	0 2 0	100	0 5 0	50	0 3 1	100	0 3 3	100
Total household goods.	0 8 0	..	0 13 0	..	0 12 7	..	0 14 10	..
Rent.								
Average obtained from families paying rent.	0 8 0	1 family.	0 10 0	2 families.	1 10 3	7 families.	2 14 0	4 families.
Miscellaneous.								
Liquor and narcotics.	..	..	1 1 0	100	0 8 9	25	1 15 3	60
Tobacco .	..	..	0 6 0	100	0 10 7	100	0 5 2	100
Pan supari .	..	..	1 5 0	100	1 0 7	100	1 6 5	100
Education .	..	..	..	..	0 0 6	12·5	0 0 9	20
Medical .	..	..	..	..	0 1 6	25	0 1 7	20
Amusements .	..	..	..	..	0 0 6	35	0 0 9	20
Religious ceremonies.	0 10 0	100	0 5 0	100	0 3 9	37·5	0 1 6	40
Payment of debts.	..	..	..	..	1 4 0	25	2 0 0	20
Others . .	1 10 0	100	0 3 6	100	1 2 9	100	2 5 0	100
Total miscellaneous.	2 4 0	..	3 4 6	..	5 0 11	..	8 4 5	..
Total average expenditure.	20 6 10	..	29 3 0	..	34 1 4	..	47 2 11	..

No. 1—*concld.*

expenditure of families at different circles—*concld.*

Gondia.

Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
2·3		3·5		5		4	
Rs. 14-1-3.		Rs. 24-11-3		Rs. 33-2-0.		Rs. 42-0-0.	
Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.	Average expenditure.	Percentage of families consuming the article.
Rs. A. P.		Rs. A. P.		Rs A. P.		Rs. A. P.	
0 5 2	83·33	0 3 10	80	0 6 3	100	0 8 2	100
0 1 9	100	0 2 1	90	0 2 0	100	0 2 0	100
0 6 11	..	0 5 11	..	0 8 3	..	0 10 2	..
0 13 10	4 families.	0 5 4	10 families.	0 3 7	6 families	0 6 2	3 families.
0 1 2	16·66	..	..	..	..	..	..
0 4 10	66·66	0 3 7	70	0 4 6	83·33	0 6 0	66·66
0 3 11	66·66	0 7 10	90	0 10 0	100	1 8 0	100
..	..	..	..	..	..	1 0 0	33·33
..	..	..	..	0 1 0	33·33	0 4 0	33·33
0 0 3	16·66	0 0 10	30	0 1 6	66·66	0 4 0	33·33
0 6 1	100	0 9 4	100	0 9 9	100	1 2 6	100
0 12 10	16·66	0 8 0	10	2 4 3	33·33	4 8 0	100
0 7 4	100	0 12 10	100	1 5 9	100	3 3 6	100
2 4 5	..	2 10 5	..	5 4 9	..	12 4 0	..
16 0 0	..	23 14 8	..	33 1 6	..	39 5 2	..

TABLE

Quantity of articles of

——	Average family consumption.			
	Nagpur.	Jubbulpore.	Gondia.	Akola.
	Seers.	Seers.	Seers.	Seers.
Cereals.				
Rice	43·32	34·37	61·04	17·0
Wheat	32·45	36·94	12·40	28·25
Other cereals (chiefly *jwaries*)	1·07	..	·40	26·75
Pulses.				
Arhar dal	6·40	6·94	5·28	8·75
Gram *dal*	2·00	2·11	·64	1·75
Others	1·35	2·13	4·24	2·18
Other articles.				
Raw sugar (gur)	·35	1·45	1·20	1·25
Sugar	1·11	1·42	1·56	2·37
Fish	·34	·37	·44	·19
Meat	1·97	·82	·56	4·18
Milk	2·03	3·90	2·80	9.00
Ghee	·47	·68	·20	·93
Potatoes	2·00	2·46	4·76	2·68
Vegetables	5·76	4·96	8·00	10·31
Salts	3·00	1·59	2·56	3·31
Chillies	1·30	·37	·96	1·56
Spices	·28	·41	·48	·81
Oils	1·91	1·10	1·28	2·06
	Rs.	Rs.	Rs.	Rs.
Others	·53	·89	·44	·81

No. 2.

food consumed per month.

Percentage of families consuming the articles and average consumption per capita.							
Nagpur.		Jubbulpore.		Gondia.		Akola.	
Family using.	Consumption per capita.	Family using.	Consumption per capita.	Family using.	Consumption per capita.	Family using.	Consumption per capita.
Per cent.	Seers.	Per cent.	Seers.	Per cent.	Seers.	Per cent.	Seers.
100	12·13	100	10·56	100	17·44	75	4·92
100	9·10	100	11·19	88	4·02	100	6·14
7	4·40	..	..	4	2·85	62·5	9·30
100	1·81	100	2·10	72	2·09	100	1·90
69	·84	28·6	2·08	16	1·14	56·2	·68
38	1·03	34·3	1·90	56	2·16	50	·95
47	·22	77·1	·58	76	·45	87·5	·31
66	·49	59	·74	72	·61	93·8	·55
24	·41	14·3	·78	48	·26	19	·22
79	·72	35·8	·70	52	·31	75	1·21
43	1·33	51·4	2·33	52	1·53	100	1·95
53	·25	82·9	·25	28	·20	68·8	·29
87	·66	75·7	1·00	88	1·56	87·5	·67
82	2·03	85·7	1·77	84	2·72	100	2·72
100	·83	100	·48	100	·73	100	·72
100	·36	100	·11	100	·27	100	·34
100	·08	100	·12	100	·13	100	·17
100	·54	100	·33	100	·36	100	·28
	Rs.		Rs.		Rs.		Rs.
·66	·23	61·3	·44	100	·13	100	·17

TABLE

Statement showing the group average

Income class.	Nagpur.							
	Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
Average size of a family.	3·6		3·4		6·05		5·6	
Average monthly income.	Rs. 16-12-6.		Rs. 24-12-6.		Rs. 34-12-0.		Rs. 47-3-6.	
Heads of expenditure.	Average.	Percentage.	Average.	Percentage.	Average.	Percentage.	Average.	Percentage.
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Food . .	13 8 0	63·2	15 13 11	58·76	20 2 0	65·8	25 7 0	59
Fuel and light	1 12 4	8·19	2 3 5	8·33	1 6 8	4·19	3 1 6	7·25
Rent . .	1 5 6	6·41	1 4 4	4·73	1 1 5	3·19	1 3 0	2·75
Clothing .	1 10 4	7·8	2 7 1	9·11	2 9 0	7·68	3 11 10	8·69
Bedding and utensils.	0 3 2	·80	0 4 7	·93	0 6 8	1·27	0 11 4	1·59
Miscellaneous	2 14 4	13·60	4 13 10	18·14	6 0 1	17·87	8 15 1	20·72
Total .	21 5 8	100	26 15 2	100	31 9 10	100	43 1 9	130

Income class.	Akola.							
	Below Rs. 20.		Rs. 20 and below Rs. 30.		Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
Average size of a family.	5		4		4·6		6·8	
Average monthly income.	Rs. 19-10-0.		Rs. 27-12-0.		Rs. 35-11-6.		Rs. 47-11-3.	
Heads of expenditure.	Average.	Percentage.	Average.	Percentage.	Average.	Percentage.	Average.	Percentage.
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Food . .	12 0 4	59·30	18 4 6	63·53	20 12 2	60·91	26 6 5	55·97
Fuel and light.	1 2 6	5·60	2 6 0	8·03	2 14 4	8·46	3 11 0	7·81
Rent . .	0 8 0	2·42	0 10 0	2·12	1 10 3	4·77	2 14 0	6·09
Clothing .	4 0 0	19·37	3 11 0	12·47	2 15 1	8·62	5 0 3	10·59
Bedding and utensils.	0 8 0	2·42	0 13 0	2·75	0 12 7	2·38	0 14 10	1·98
Miscellaneous	2 4 0	10·89	3 4 6	11·10	5 0 11	14·36	8 4 5	17·56
Total .	20 6 10	100	29 3 0	100	34 1 4	100	47 2 11	100

No. 3.

and percentage expenditure.

Jubbulpore.

Below Rs. 20.				Rs. 20 and below Rs. 30.				Rs. 30 and below Rs. 40.				Rs. 40 and below Rs. 50.			
3·17				3·35				4·8				5·8			
Rs. 16-4-3.				Rs. 24-11-6.				Rs. 36-4-0.				Rs. 46-8-0.			
Average.			Per-centage.	Average.			Per-centage.	Average.			Per-centage.	Average.			Per-centage
Rs.	A.	P.		Rs.	A.	P.		Rs.	A.	P.		Rs.	A.	P.	
11	12	1	68·01	15	11	6	64·83	24	7	0	61·54	28	10	8	65·16
0	11	3	4·03	0	14	7	3·95	2	7	1	6·12	2	6	3	5·43
0	9	6	3·62	2	0	6	8·5	1	10	3	4·10	1	0	0	2·29
1	9	2	9·1	2	3	10	9·09	3	10	9	9·42	3	3	10	8·08
0	6	4	2·51	0	9	5	2·53	1	1	3	2·67	1	6	6	3·03
2	3	6	12·73	2	11	2	11·10	6	8	5	16·15	7	0	1	16·01
17	3	9	100	24	3	0	100	39	12	9	100	43	11	4	100

Gondia.

Below Rs. 20.				Rs. 20 and below Rs. 30.				Rs. 30 and below Rs. 40.				Rs 40 and below Rs. 50.			
2·3				3·5				5				4			
Rs. 14-1-3.				Rs. 24-11-3.				Rs. 33-2-0.				Rs. 42-0-0.			
Average.			Per-centage.	Average.			Per centage.	Average.			Per centage.	Average.			Per-centage.
Rs.	A.	P.		Rs.	A.	P.		Rs.	A.	P.		Rs.	A.	P.	
9	1	0	57·64	15	6	10	64·4	20	7	0	61·7	20	12	10	52·95
1	3	7	8·81	1	13	1	7·6	2	8	7	7·6	1	10	0	4·13
0	13	10	5·91	0	5	4	1·4	0	3	7	8	0	6	2	·95
2	2	2	13·55	3	5	1	13·9	4	1	4	12·1	3	10	0	9·22
0	6	11	3·44	0	5	11	1·6	0	8	3	1·6	0	10	2	1·59
2	4	6	10·65	2	10	5	11·1	5	4	9	16·2	12	4	0	31.16
16	0	0	100	23	14	8	100	33	1	6	100	39	5	2	100

TABLE

NAG-

[Calculated from budgets

Income class.	Below Rs. 20.		Rs. 20 and below Rs. 30.	
Average size of a family.	3·8		3·8	
Heads of expenditure.	Average.	Percentage.	Average.	Percentage.
	Rs. A. P.		Rs. A. P.	
Food	9 10 10	57·6	12 13 3	56·5
Fuel and light	1 11 6	10·23	2 6 0	10·4
Rent	1 1 4	6·49	1 5 6	6
Bedding and utensils	0 4 6	1·67	0 5 3	1·4
Clothing	1 9 4	9·41	2 2 0	9·3
Miscellaneous	2 7 4	14·6	3 12 0	16·4
Total	16 12 10	100	22 12 0	100
Income	15 14 6	..	23 11 3	..

JUBBUL-

[Calculated from budgets

Income class.	Below Rs. 20.		Rs. 20 and below Rs. 30.	
Average size of a family.	3·8		4·4	
Heads of expenditure.	Average.	Percentage.	Average.	Percentage.
	Rs. A. P.		Rs. A. P.	
Food	13 6 6	69·7	16 11 7	72·7
Fuel and light	0 15 6	5	1 0 6	4·5
Rent	0 13 6	4·5	..	..
Bedding and utensils	0 7 0	2·2	0 7 0	1·9
Clothing	2 1 6	10·6	2 6 8	10·5
Miscellaneous	1 9 6	8·0	2 6 3	10·4
Total	19 5 6	100	23 0 0	100
Income	15 15 3	..	24 12 4	..

The group expenditures have been calculated from budgets collected in as Bulletin No. 3 by the

No. 4.

PORE.

collected in June 1927.]

Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
4·3		4·9	
Average.	Percentage.	Average.	Percentage.
Rs. A. P.		Rs. A. P.	
19 5 9	63·5	22 5 3	59·2
3 0 0	10	4 4 0	10·6
1 3 2	4	1 1 10	2·9
0 9 0	2	0 12 3	2
2 13 3	9·4	3 11 10	10
3 6 6	11·1	5 6 7	15·3
30 5 8	100	37 9 9	100
33 2 10	..	42 5 0	..

PUR.

collected in June 1927.]

Rs. 30 and below Rs. 40.		Rs. 40 and below Rs. 50.	
4·4		4·3	
Average.	Percentage.	Average.	Percentage.
Rs. A. P.		Rs. A. P.	
21 10 0	66·6	21 10 6	58·3
1 13 0	6	2 3 4	6·1
1 4 0	4	1 9 4	4·4
0 9 4	1·8	0 6 10	1·2
3 1 2	10·8	2 8 9	7·1
3 1 3	10·8	8 2 0	23
31 6 9	100	36 8 9	100
33 0 0	..	42 8 0	..

connection with the preparation of index numbers for the cost of living published Department of Industries.

TABLE

Statement showing the average and percentage expenditure (monthly)

	Nagpur,	
	Average.	Percentage.
	Rs. A. P.	
Average income (monthly)	23 13 8	..
Cereals	8 11 3	31·61
Pulses	1 9 5	5·75
Oils	1 1 7	3·97
Other articles of food	4 10 4	16·80
Total food	16 0 7	58·13
Fuel and lighting	2 3 3	7·99
Clothing	2 4 10	8·32
House rent	0 9 7	2·15
Bedding	0 4 9	1·07
Other household goods	0 2 2	0·49
Payment of debt	2 14 0	10·40
Provident fund	0 2 4	0·53
Miscellaneous	3 0 4	10·92
Average total monthly expenditure	27 9 10	100·00

No. 5.

of the standard family of one man, one woman and two children.

Jubbulpore.	
Average.	Percentage.
Rs. A. P. 22 1 3	..
8 11 9	35·18
2 2 0	8·56
0 9 3	2·33
5 2 0	20·64
16 9 0	66·71
1 2 3	4·59
2 3 9	9·00
0 4 7	1·15
0 7 0	1·76
0 1 11	0·48
0 11 5	2·88
..	..
3 5 4	13·43
24 13 3	100·00

TABLE

Statement showing average income and

Average monthly income.	Vegetarian Hindus. 27-6-0.		Non-vegetarian Hindus. 27-14-0.	
	Average.	Percentage.	Average.	Percentage.
	Rs. a. p.		Rs. a. p.	
Food.				
Cereals	8 2 0	28·82	9 4 7	31·23
Pulses	1 15 9	7·10	1 11 10	5·67
Fish and meat	..	..	1 5 8	4·62
Others	5 2 11	18·35	5 10 10	19·07
Total Food	15 4 8	54·27	18 0 11	60·58
Fuel and light	1 15 10	7·10	2 5 10	7·97
Rent	0 14 6	3·27	1 7 2	4·98
Clothing	2 12 4	9·70	1 15 3	6·56
Household requisites	0 4 10	1·10	0 4 7	·84
Miscellaneous.				
Liquor and narcotics	..	..	..	..
Tobacco and *pan supari*	0 12 2	2·64	1 3 10	4·19
Payment of debts	1 7 1	5·09	1 12 10	6·08
Others	4 11 6	16·83	2 10 3	8·80
Total Miscellaneous	6 14 9	24·56	5 10 11	19·07
Grand Total	28 2 11	100	29 12 9	100

No. 6.

expenditure of different communities.

Mahars.		Sweepers.		Muhammadans.	
32-4-0.		29-3-0.		24-0-0.	
Average.	Percentage.	Average.	Percentage.	Average.	Percentage.
Rs. a. p.		Rs. a. p.		Rs. a. p.	
10 7 3	29·29	10 7 4	41·96	6 8 3	23·27
1 12 11	5·08	1 7 4	5·86	1 6 10	5·15
1 6 11	4·04	1 7 2	5·76	1 8 11	5·58
6 8 5	18·24	3 4 8	13·49	7 8 1	26·85
20 3 6	56·65	16 10 6	67·07	17 0 1	60·85
2 11 2	7·54	2 0 3	8·52	2 4 4	8·85
0 12 4	2·20	0 2 6	·07	1 6 6	4·96
2 14 4	8·07	2 3 5	8·97	2 8 7	9·15
0 6 8	1·34	0 3 3	·09	0 10 0	2·23
0 4 11	0·71	..	..	..	..
0 15 10	2·81	2 4 2	9·52	1 5 8	5·14
4 7 10	12·61	1 6 0	5·51	0 4 0	·89
2 13 10	8·07	0 1 2	·25	2 8 0	8·73
8 10 5	24·20	3 11 4	15·28	4 1 8	14·76
35 10 5	100	24 15 3	100	27 15 2	100

TABLE

Number of families by income class.	Number of families.	Percentage of total.	Average number of Persons living	
			Males.	Females.
Nagpur.				
Below Rs. 20	24	23·53	1·04	1·12
Rs. 20 and below Rs. 30	34	33·33	1·03	1·23
Rs. 30 and below Rs. 40	20	19·61	1·9	1·62
Rs. 40 and below Rs. 50	24	23·53	1·87	1·79
All income	102	100·00	1·41	1·41
Jubbulpore.				
Below Rs. 20	35	51·19	1·0	1·0
Rs. 20 and below Rs. 30	20	28·45	1·15	1·05
Rs. 30 and below Rs. 40	8	11·61	1·20	1·0
Rs. 40 and below Rs. 50	4	8·75	1·5	·75
All income	67	100·00	1·13	1·10
Gondia.				
Below Rs. 20	6	26·09	1·0	1·2
Rs. 20 and below Rs. 30	10	43·48	1·3	1·5
Rs. 30 and below Rs. 40	5	21·74	1·4	1·0
Rs. 40 and below Rs. 50	2	8·69	2·0	1·0
All income	23	100·00	1·30	1·26
Akola.				
Below Rs. 20	1	6·25	2	2
Rs. 20 and below Rs. 30	2	12·50	2	1·5
Rs. 30 and below Rs. 40	8	50·00	1·5	1·8
Rs. 40 and below Rs. 50	5	31·25	1·6	2·2
All income	16	100·00	1·63	1·88
Average of all centres	..	..	1·32	2·32

TABLE

Classification of families

	With child or	
	None.	One.
One man or one woman	6	3
One man and one woman	28	27
One man and two women	8	9
One man and three women	..	1
Two men and two women	3	1
Two men and one woman	4	7
Two men and two women	5	3
Two men and three women	..	2
Three men and one woman	..	..
Three men and two women	1	1
Three men and three women	..	..
Four men and three women	..	..
Three men or three women	1	..
Only four women	1	..
Total	57	54

No. 7.

persons per family by income class.

in the family.		Dependents living away.			Total family including the dependents.
Children under 15 years.	Total.	Adults.	Children.	Total.	
1·6	3·76	0·83	..	·083	3·843
1·26	3·52	·120	·180	·300	3·820
2·3	5·82	·100	·150	·250	6·070
2·0	5·66	..	..	..	5·660
1·72	4·54	·078	·089	·167	4·707
1·2	3·2	..	..	..	3·2
1·26	3·46	..	..	..	3·46
2·4	4·6	..	..	..	4·6
2·5	5·75	..	..	..	5·75
1·34	3·57	..	..	..	3·57
·3	2·5	..	..	..	2·5
·7	3·5	..	..	..	3·5
2·8	5·2	..	..	..	5·2
1·0	4·0	..	..	..	4·0
1·09	3·65	..	..	..	3·65
1	·5	..	..	..	5·0
2	5·5	..	..	..	5·5
1·4	4·7	·375	·5	·875	5·575
3·0	6·8	..	..	..	6·8
1·75	5·26	·188	·25	·438	5·698
1·53	4·17	..	..	..	..

No. 8.

by composition.

children as follows—

Two.	Three.	Four or more.
2	..	..
34	15	4
10	6	3
2	1	..
1	..	..
4	5	1
4	..	2
..	..	1
1	2	..
1	1	..
1	2	..
..	..	2
..	..	..
..	..	..
60	32	13

TABLE

Analysis of families accord'ng

Income class.	Nagpur.				
	One wage earner.	Two wage earners.	Three wage earners.	Four wage earners and more.	Total.
Below Rs. 20	20	4	..	..	24
Rs. 20 and below Rs. 30	8	24	..	..	32
Rs. 30 and below Rs. 40	5	11	6	..	22
Rs. 40 and below Rs. 50	3	7	12	2	24
All income classes taken together.	36	46	18	2	102
Percentage of total	35·3	45·1	17·7	1·9	100
Average income per wage earner.	Rs. a. p. 22 12 8	Rs. a. p. 14 1 2	Rs. a. p. 14 4 4	Rs. a. p. 11 8 0	..

Income class.	Akola.				
	One wage earner.	Two wage earners.	Three wage earners.	Four wage earners and more.	Total.
Below Rs. 20	..	1	..	..	1
Rs. 20 and below Rs. 30	2	..	..	..	2
Rs. 30 and below Rs. 40	3	4	..	1	8
Rs. 40 and below Rs. 50	3	1	1	..	5
All income classes taken together.	8	6	1	1	16
Percentage of total	50	37·5	6·3	6·2	100
Average income per wage earner.	Rs. a. p. 37 9 6	Rs. a. p. 19 8 0	Rs. a. p. 16 0 0	Rs. a. p. 10 5 4	..

No. 9.

to number of wage earners.

Jubbulpore.

One wage earner.	Two wage earners.	Three wage earners.	Four wage earners and more.	Total.
27	8	..	..	35
13	6	1	..	20.
5	2	1	..	8
..	4	..	..	4
45	20	2	..	67
67·16	29·85	2·99	..	100
Rs. a. p.	Rs. a. p.	Rs. a. p.		
20 6 3	14 0 0	10 6 8	..	..

Gondia.

One wage earner.	Two wage earners.	Three wage earners.	Four wage earners and more.	Total.
7	..	..	..	7
1	8	1	..	10
1	1	2	..	4
..	2	..	..	2
9	11	3	..	23
39·13	47·83	13·04	..	100
Rs. a. p.	Rs. a. p.	Rs. a. p.		
17 0 0	14 1 10	10 13 4	..	..

TABLE

Statement showing rent, condition

Description of the house.	Rent																	
	Nagpur.									Jubbulpore.								
	Minimum.			Maximum.			Average.			Minimum.			Maximum.			Average.		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
One room	0	8	0	2	0	0	1	1	3	1	0	0	1	9	0	1	6	6
One room with verandah	0	8	0	3	0	0	1	7	0	..			..			..		
Two rooms	0	14	0	3	0	0	2	0	5	†0	2	0	2	0	0	1	6	8
Two rooms with verandah	†0	5	0	†0	8	0	†0	6	6	..			..			..		
Three rooms	..			..			..			2	8	0	*2	8	0	2	8	0
Three rooms with verandah.	0	6	0	*0	6	0	†0	6	0	..			..			..		
Four rooms with or without verandah.	0	8	0	5	0	0	2	12	0	2	0	0	*2	0	0	2	0	0

*Figures available for
†These figures relate

Description of the house.	Condition of					
	Nagpur.			Jubbulpore.		
	Fair.	Good.	Bad.	Fair.	Good.	Bad.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
One room	20	71	9	70	16	14
One room with verandah	75	..	25	..	..	..
Two rooms	67	23	10	50	..	50
Two rooms with verandah	..	..	100	..	..	..
Three rooms	56	13	11	67	..	33
Three rooms with verandah.	100	..	..	..	..	..
Four rooms with or without verandah.	67	33	..	..	..	100

No. 10.

of houses and overcrowding

range.													Number of families occupying.				
Gondia.						Akola.											
†Minimum.			Maximum.			Average.			Minimum.			Maximum.			Average.			Nagpur.	Jubbulpore.	Gondia.	Akola.	Total.
Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.					
0	2	0	2	0	0	0	7	0	0	4	0	3	8	0	1	12	0	43	48	13	10	114
..			..			..			..			..			..			12	..	..	..	12
0	2	0	†0	8	0	†0	3	0	3	0	0	*3	0	0	3	0	0	30	15	8	4	57
..			..			..			..			..			..			4	..	..	1	5
0	3	0	†0	9	0	†0	6	0	..			..			..			9	3	2	1	15
..			..			..			..			..			..			1	..	..	..	1
..			..			..			..			..			..			3	1	..	..	4

one family only.
to ground rents only.

the house.						Average number of persons per room.			
Gondia.			Akola.						
Fair.	Good.	Bad.	Fair.	Good.	Bad.	Nagpur.	Jubbulpore	Gondia.	Akola.
Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.				
..	..	100	80	20	..	3·3	3·2	3·3	4·2
..	..	..	..	..	..	3·7	..	..	..
12·5	..	87·5	100	..	..	2·3	2·4	1·8	3·1
..	..	..	100	..	..	1·8	..	..	3
..	..	100	100	..	..	1·7	1·8	1·5	2
..	..	..	..	..	..	1·2	..	..	..
..	..	..	..	..	..	1·6	1·6	..	..

TABLE No. 11.

Indebtedness.

Rate of interest per annum.	Nagpur.		Jubbulpore.		Gondia.		Akola.	
	Amount.	Number of families.	Amount.	Number of families.	Amount.	Number of families.	Amount.	Number of families.
	Rs. a. p.		Rs. a. p.		Rs. a. p.		Rs. a. p.	
6 per cent.	543 0 0	3	100 0 0	2	..	..	..	..
Between 6 per cent. and 11 per cent.	1,483 0 0	6	100 0 0	1	..	..	100 0 0	1
12 per cent.	650 0 0	2	25 0 0	1	..	..	..	..
Between 12 per cent. and 20 per cent.	475 0 0	3	255 0 0	4	..	..	..	..
24 per cent.	3,215 0 0	11	..	..	..	..	..	..
25 per cent.	10,947 10 0	48	100 0 0	3	510 0 0	6	2,150 0 0	6
Between 35 per cent. and 38 per cent.	1,060 0 0	7	1,375 2 0	14	100 0 0	2	..	..
75 per cent.	344 12 0	4	10 0 0	2	15 0 0	1	..	..
150 per cent.	850 0 0	3	..	..	..	..	..	..

TABLE No. 12.

Extent of indebtedness for different purposes.

Family income.	Below Rs 20.		Between Rs. 20 and Rs. 30.		Between Rs. 30 and Rs. 40.		Between Rs. 40 and Rs. 50.	
Causes of debts.	Average amount per family.	Number of families incurring debts.	Average amount per family.	Number of families incurring debts.	Average amount per family.	Number of families incurring debts.	Average amount per family	Number of families incurring debts.
	Rs. a. p.		Rs. a. p.		Rs. a. p.		Rs. a. p.	
Festivals	5 0 0	1	365 0 0	1	100 0 0	2	..	..
Marriage	110 6 2	13	183 3 2	15	276 4 0	12	411 1 9	9
Funeral	50 0 0	1	100 0 0	1	100 0 0	1	..	..
Sickness	40 0 0	2	50 0 0	3	..	..	142 8 0	2
Family maintenance	87 1 3	13	90 0 0	3	58 4 7	7	50 0 0	1
House building	..	..	100 0 0	2	262 8 0	2	526 0 0	5
Maternity expenses	180 0 0	2	125 0 0	2	25 0 0	1	219 0 0	2
Family needs. Marriage	145 0 0	1	410 0 0	3	157 8 0	2	850 0 0	2
Family needs. Festival	..	..	125 0 0	1	..	..	..	..
Family needs. Sickness	55 0 0	2	116 10 8	3	..	..	..	..
Family needs. Others	..	..	250 0 0	2	125 0 0	2	187 8 0	2
Miscellaneous	30 0 0	1	14 0 0	2	200 0 0	1	166 10 8	3

2. THE UNREGULATED ESTABLISHMENTS.

All factories using power and employing 10 or more persons on any one day in the year are governed by the provisions of the Indian Factories Act in this province. Factories and workshops using power can thus be left out of the scope of the supplementary enquiry made in accordance with paragraph 5 of the Labour Commission's letter No. L. C.-5 (1), dated Simla, the 27th April 1930. The present memorandum therefore deals with unregulated establishments referred to in paragraph 5 (*b*) and (*c*) of the Commission's letter; that is to say, (*b*) factories and workshops not using power and employing 50 persons or more on any one day in the year; and (*c*) smaller factories and workshops engaged in any particular industry which in the aggregate employ a considerable number of hands.

2. The following are the important industrial establishments in the province which are not regulated by the provisions of the Indian Factories Act and which belong to these two classes :—

Establishments.		Average number of persons daily employed.	Seasonal or Perennial.	Reduction in hands during slack season.	Main centres of the industry.	District.
Industry.	Class and number.					
				Per cent.		
Bidi factories.	(*b*) 185 (*c*) 681	42,240	Perennial	40	Gondia . Tumsar. Tirora. Bhandara. Sihora. Hardoli. Jubbulpore. Majholi. Sihora. Katangi. Raipur . Arang. Dhamtari. Bhatapara. Kamptee. Nagpur. Ramtek.	Bhandara. Jubbulpore. Raipur. Nagpur.
Lac factories.	(*b*) 22	1,982	Perennial	40	Gondia . Kota . Pendra and Belghana. Katni .	Bhandara. Bilaspur. Jubbulpore.
Myrobalan works.	(*b*) 12	1,001	Perennial	60	Raipur . Dhamtari. Amarwara Mandla .	Raipur. Chhindwara. Mandla.
Brick and tile works.	(*b*) 15 (*c*) 180	5,865	Seasonal (October to June).	..	Nagpur . Kamptee. Bina. Khaperkheda. Gondia . Itarsi . Bagra. Karyapal . Rampur. Raipur . Bhatgaon.	Nagpur. Bhandara. Hoshangabad. Jubbulpore. Raipur.

Establishments.			Average number of persons daily employed.	Seasonal or Perennial.	Reduction in hands during slack season.	Main centres of the industry.	District.
Industry.	Class and number.						
					Per cent.		
Dal Mills.	(*b*)	12	765	Seasonal (October to June).	..	Raipur .	Raipur.
						Bhatapara.	
						Pipariya .	Hoshangabad.
						Gadarwara.	Narsinghpur.
Stone-dressing works.	(*b*)	6	770	Seasonal (October to May).	..	Rajim .	Raipur.
						Azamgarh.	Hoshangabad.
Glass factories.	(*b*)	1	75	Perennial	..	Gondia .	Bhandara.
			52,702				

The seasonal factories work from six to nine months in the year. The perennial factories work in full swing for about nine months in the year and their slack season begins with the rains.

There are a few more industries which employ a considerable number of hands in the aggregate; but they are not at all organised and are of the nature of cottage industries. The workers in these home industries are generally members of the same family or are related to one another. Besides, the individual establishments of these home industries are so small and widely scattered that it is not practicable to collect any data regarding them without more prolonged and extensive enquiries. It should also be added that conditions of labour in such home industries are not at all strenuous and do not call for any special regulation. Such home industries are brassware making, bell-metalware making, printing presses, furniture and cabinet making, *dal* making, country brick and country tile making and weaving.

3. A general survey of the *bidi* industry was made in the year 1927-28. The Deputy Commissioners of the *bidi*-making districts obtained information from their *Tahsildars* regarding the number of such factories, the persons employed in them and their general working conditions. An attempt has been made to bring this survey up to date by fresh enquiries from the *Tahsildars* as well as from special visits to some of the larger *bidi*-manufacturing centres. Information regarding the number and employees of the other kinds of establishments has been obtained from *Tahsildars* and the larger establishments; and data regarding working conditions in them have been collected by an Inspector of Factories, who visited for the purpose quite a large number of such establishments at the more important centres. The district officers have, however, been pre-occupied in work entailed by the political upheaval and satisfactory replies could not be had from many of them. The information embodied in this memorandum cannot therefore be said to be exhaustive; but is certainly as near the mark as it is possible to make it with the limited staff and time at our disposal.

BIDI FACTORIES.

4. The *bidi* factories are the most important of the unregulated establishments of this province falling within the scope of this memorandum. Approximately 866 of these establishments, which manufacture a type of indigenous cigarettes from Indian tobacco rolled up in *tendu* leaves, are scattered all over the province and provide employment to about 42,240 persons representing 80 per cent. of the labour dealt with in this memorandum. The industry is, however, most concentrated in the Bhandara district where in 622 establishments 31,417 persons are employed. Jubbulpore district comes second with 80 establishments employing 3,321 persons. The growth of the industry has been remarkable in recent years. In the census of 1921 enumerated

bidi establishments were 164 employing 7,680 persons. In 1925 approximately 225 such establishments were recorded employing 12,400 persons, while in 1927, the establishments were 776 employing 30,065 persons, including 15,568 children under 15 years of age. At present there are 866 establishments employing 42,240 persons. There is no doubt that the *Swadeshi* movement which started during the first decade of the present century, gave the industry a very great impetus. The present boycott movement has also further increased the demand for *bidi*; and this trade is certainly not affected by the prevailing economic depression.

5. Out of the 866 establishments, 185 belong to class (*b*) employing more than 50 persons a day, and 681 establishments to class (*c*) employing less. The total number of employees consists of 18,257 males, 10,073 females and 13,910 children. Of the children, 43 per cent. or nearly 6,000 are not more than 12 years of age. The distribution of the industry by districts and the average number of men, women and children daily employed are shown below :—

Districts.	Establishments employing 50 persons or more.				Establishments employing less than 50 persons.			
	No. of *bidi* factories.	Men.	Women.	Children under 15.	No. of *bidi* factories.	Men.	Women.	Children under 15.
Bhandara	118	3,653	2,981	4,185	504	8,138	5,440	7,020
Jubbulpore	24	1,386	118	504	56	836	95	382
Nagpur	14	1,503	329	263	21	908	393	222
Balaghat	9	107	50	457	11	85	65	174
Chhindwara	..	..	..	..	1	..	..	10
Saugor	1	30	7	31	9	77	10	120
Damoh	3	141	13	117	2	27	..	5
Bilaspur	1	56	11	58	14	198	27	94
Raipur	4	172	33	100	24	249	44	184
Drug	..	..	..	..	9	106	32	32
Wardha	1	40	9	31	3	21	1	2
Chanda	..	..	..	..	2	15	10	5
Amraoti	2	93	39	18	3	30	17	26
Akola	1	40	5	5	2	7	5	2
Yeotmal	4	120	105	5	..	..	..	..
Buldana	1	20	46	5	4	12	12	..
Nimar	1	60	4	..	4	76	..	86
Hoshangabad.	..	..	..	..	3	13	5	9
Narsinghpur	1	30	10	10	4	8	5	52
Total	185	7,451	3,760	5,559	681	10,806	6,313	8,351

6. *Condition of work of women and children.*—In spite of the large number of women and children engaged in the industry no special facilities for women and children are provided at the work places. The long hours worked by children, especially those of 12 years of age or under, and the atmosphere in which they have to work have been the subject of adverse comment by executive officers who have visited some of the factories casually.

Separate accommodation for women is rarely provided, and in most cases men, women and children sit together either on verandahs or overcrowded rooms while making the *bidis*. The Deputy Commissioner of Jubbulpore reported in 1927: "The long hours worked and the conditions under which the work is done are not at all conducive to the health of the operatives specially children and the primary schools in villages where these factories exist are depleted of their scholars." Provision for separate rooms for males and females exists in less than half a dozen places, indiscriminate seating being the rule elsewhere. In many cases workers sit in family groups, while in several establishments men and women are seated in separate groups but in the same room or verandah.

The hours of work for women and children vary from 8 to 10 hours per day along with men, and manufacture of *bidis* is rarely carried on at night, but where it is so done the lighting arrangements are reported to be sufficient.

7. *Place of work.*—Employees generally take leaves to their homes to cut them into proper shape at night for making *bidis* the next day, but the actual manufacture is carried on at the employers' place in halls or big sheds or open verandahs, of various sizes.

The size of halls generally varies from 30′×14′×8′ to 35′×20′×10′, that of sheds from 18′×12′×6′ to 15′×15′×8′ and of verandahs from 12′×6′×6½′ to 30′×16′×8′. Sanitary conveniences are non-existent in most places; but their want is not much felt in semi-rural centres like those in the Bhandara district.

Decided overcrowding is reported from most centres, but lighting and ventilation are generally said to be satisfactory, as verandahs, sometimes, enclosed by bamboo lattice screen, constitute the most common and perhaps the favourite workshops, specially in villages where suitable houses are not available on rent. But in many cases in which the workers manufacture *bidis* in regular rooms defective ventilation has been noticed. The accommodation available per person varies from 14 square feet of floor space to 6 or 7 square feet, the latter being the rule. At Dhamtari it is still less. The floor space prescribed under the Indian Factories Act is 36 square feet per *capita*. A special report by a medical officer and an Extra-Assistant Commissioner was obtained by the Commissioner, Nagpur Division, in 1927. The officers visited three factories and their report on the lighting, ventilation, overcrowding and sanitary conveniences of these is summarized below :—

Lighting.—Good in one, very unsatisfactory in one and apparently poor in one.

Ventilation.—Good in one, very unsatisfactory in 2.

Overcrowding.—Nothing wrong in one, decided overcrowding in one, not specified but apparently unsatisfactory in one. The cubic space per individual in the three factories was 130, 53 and 60 cubic feet. The Indian Factories Act requires 500 cubic per individual.

Sanitary convenience.—Practically none. It is not said where the workers go for sanitary purposes, how far the nearest public latrine is, etc.

Condition of buildings.—Bad in one. Not satisfactory, but apparently fairly good in two.

General.—Satisfactory in one. Very unsatisfactory in two.

The last paragraph of the report of the medical officer states : "We inspected only three factories and found the condition of two most unsatisfactory. There is reason to think that conditions in other factories are no better." It should, however, be noted that the factories visited were situated in the big town of Nagpur. The present Director of Industries has personally inspected a number of the larger *bidi* factories at Gondia and did not find the conditions in them so unsatisfactory. There is no doubt that in a number of smaller factories the workers have to sit in inadequately ventilated and lighted rooms.

8. *Hours of work.*—The hours of work in these establishments are not rigidly fixed as work is carried on generally on the "Ship" system and payment is made per 1,000 of *bidis*. Working hours at the establishments generally vary from 7 to 10 hours a day in Central Provinces and 9 to 11 hours a day in Berar. The *bidi* makers, however, have leaves issued to them by the employers at the close of each day, which they take home and cut to proper sizes for use the next day. Most workers thus do a considerable amount of extra work at home.

The workers generally come to work after their morning meal, and although no recess is fixed, they take half-an-hour's rest in the midday. Weekly holidays are observed more as half holidays than full holidays. The working hours at a few important centres are indicated below :—

Nagpur	. . .	10 A.M. to 5-30 P.M. Half holiday on Sundays.
Kamptee	. .	7 A.M. to 11 A.M. and 1 P.M. to 6 P.M. Fridays are holidays.
Gondia	. . .	10 A.M. to 5 P.M. Tuesdays are off days for local bazar.
Tumsar	. . .	9 A.M. to 6 P.M. Sundays off.
Bhandara	. .	8 A.M. to 6 P.M. Sundays off.

Katni	7 A.M. to 5-30 P.M. with recess from 10 A.M. to 2 P.M. Wednesdays are holidays.
Sihora	6 A.M. to 6 P.M. with recess from 12 NOON to 2 P.M. Mondays off.
Jubbulpore	8 A.M. to 5-30 P.M. with recess for one hour at midday. Sundays are holidays.
Kota	10 A.M. to 4 P.M. Mondays off.
Dhamtari	7 A.M. to 6 P.M. with recess from 12 NOON to 2 P.M. No weekly holidays are observed.

Night work in *bidi* factories is very rarely heard of.

9. *Wages.*—Wages are paid on piece rates per 1,000 *bidis* manufactured and vary from 5 annas at Balaghat and Chhattisgarh districts to 10 annas per 1,000 *bidis* at Katni and Jubbulpore. The most prevalent rate is 7 annas per 1,000, both in the Nagpur and Bhandara districts. Earnings per day vary enormously according to the skill of individuals. The average income per day may be taken as 8 annas to 10 annas for adults and 4 annas to 5 annas for children. Skilled workers are known to make 2,000 *bidis* a day and earn 12 annas to 14 annas per day. Average earnings in some of the important centres are shown below :—

Nagpur	Men annas 8 to annas 10 per day. Women annas 6 to annas 7 per day. Children annas 3 to annas 4 per day. Monthly paid staff Rs. 15 to Rs. 25 per month.
Kamptee	Men annas 10 to Re. 1 per day. Women annas 8 to annas 12 per day. Children annas 3 to annas 4 per day. Staff Rs. 15 to Rs. 35 per month.
Gondia	Men annas 6 to annas 10 per day. Women annas 4 to annas 8 per day. Children annas 3 to annas 5 per day.
Tumsar	Men annas 6 to annas 9 per day. Women annas 5 to annas 8 per day. Children annas 4 to annas 6 per day.
Bhandara	Men annas 8 per day. Women annas 5 per day. Children annas 3 per day.
Katni	Men annas 6 to annas 8 per day. Women annas 5 to annas 6 per day. Children annas 3 to annas 4 per day. Packers Rs. 12 to Rs. 20 per month.
Sihora	Men annas 8 to annas 12 per day. Women annas 4 to annas 5 per day. Boys annas 3 to annas 4 per day. Packers annas 8 per day.
Kota (Bilaspur)	Men annas 6 per day. Women annas 4 per day. Boys annas 3 per day.
Jubbulpore	Men annas 8 to annas 10 per day. Boys annas 4 per day. Packers Rs. 12 to Rs. 15 per month.

Deduction upto 10 per cent. or even more of the rates is invariably made for bad work and no payment is made for *bidis* not passed by the head office of the firm. The practice easily lends itself to abuses and cases have been reported in which a whole day's output is so rejected.

Weekly payments are made on bazar days. Practically there has been no change in rates and competing firms frequently offer quarter anna or half anna more per 1,000 *bidis* for a day or two in order to attract labour whenever necessary.

10. *Housing.*—No housing accommodation is provided by any employer and the workers live in their own houses in the villages or towns. It is only local labour that is drawn to these establishments. Rent of rooms occupied by workers in Nagpur varies from Re. 1 to Rs. 2-8-0 per month.

11. *General welfare.*—Due to the introduction of compulsory primary education in some of the *bidi*-making centres, there has been a distinct fall in the employment of children in these establishments, especially of those under 12 years of age. In 1927, 15,568 children were employed in 776 establishments of which half were below 12 years of age. At present 13,910 children are employed in 866 establishments of which barely 43 per cent. are of 12 years of age or under.

Recently compulsory education has been introduced in most of the *bidi*-making centres in the Bhandara district and it is compulsory for boys between 7 and 12 years of age to attend the school for 3 hours a day. This has affected 4,000 boys in 154 villages. In all the three important centres, *viz.*, Arang, Dhamtari and Raipur, in the Raipur district, compulsory primary education is now in force. It has also been introduced in important centres like Sihora in the Jubbulpore district and Kota in the Bilaspur district.

Bidi workers are mostly drawn from the local agricultural classes to whom it brings good subsidiary income, specially during the off season. The work is on the whole light and one is always impressed with the healthy and well-nourished look of the workers, specially the younger ones, in these establishments. There is no doubt that this industry keeps the workers in a fairly prosperous condition.

Maternity benefit or any welfare work is unknown amongst this class of labour, but employers at Kamptee contribute towards various forms of recreation and amusement for the workers. In some factories women workers receive advances during confinement from their employers. A few factories which maintain a *dharmadaya* fund give out of it prizes and rewards to workers on festive occasions. This fund is a charity fund constituted by deducting one anna per week from the wages of workers, but generally disposed of according to the whims of the employers.

In many establishments in the Jubbulpore district, owners allow reliable workers to take both tobacco and leaves home for manufacture of *bidis*, which they carry on at night or in their leisure hours in addition to their usual daily work. This affords a good additional income to many families.

12. *Desirability of official control.*—The question of bringing these establishments within the scope of the Factories Act was examined on a reference made by the Deputy Commissioner, Jubbulpore, in 1927; and the Local Government decided that it was not advisable to bring the *bidi* factories of the province within the scope of the Act. The relevant correspondence is quoted below.

Letter from the Director of Industries, Central Provinces, to the Secretary to the Government of the Central Provinces, Commerce and Industry Department, No. 4820-D., dated the 27th September 1928.

SUBJECT:—*Advisability of bringing* bidi *establishments within the scope of the Indian Factories Act.*

I have the honour to say that the above question has been under the consideration of the Department of Industries for some time and was discussed by the Board of Industries at its meeting held on the 27th August 1928. The Board was not in favour of notifying *bidi* establishments as factories under the Indian Factories Act. I support the view of the Board for the reasons set forth below.

2. *Bidis* in *bidi* factories are made by hand, and *bidi* factories not using mechanical power are not notified as factories under the Factories Act any where in India. The extension of the Factories Act to establishments not using power driven machinery requires strong justification. If in one case establishments using only hand power are brought within the purview of the Factories Act, it would be difficult to decide where to draw a line, as there are many concerns, *e.g.*, shellac factories, *harra* factories, employing more than 10 persons in which no machinery or power is used. The hours of work for adults in *bidi* establishments are not more than these in factories under the Indian Factories Act, lighting and ventilation are generally good except in Gondia, but so far as the latter place is concerned, section 12 of the Municipalities Act can be put in force by the Gondia Municipal Committee. It is true that a large number of children—8,069 between the age of 12 and 15 and

7,499 below the age of 12—are employed in these establishments, but even if the Factories Act is applied to them, children between the age of 12 and 15 can work for six hours under that Act. It must also be remembered that the work in these factories is light, involves very little strain and provides a subsidiary source of income. A satisfactory way of stopping the employment of children below 12 is the application of the Compulsory Education Act, and it is understood that the District Council of Bhandara, in which district the *bidi* industry is developed considerably, is contemplating the extension of compulsory education on a big scale. A further and perhaps the most effective argument against the extension of the Act to *bidi* factories is that the law is likely to be evaded by breaking up the existing *bidi* establishments employing 10 or more persons into separate establishments employing less than 10 persons or even by the whole process of manufacture being carried on in the homes of workers. Also, as these factories are situated in outlying places, the administration of the Acts would be difficult and it would be necessary to strengthen the factory inspection staff unless it is proposed to leave the inspection of such factories to District Magistrates and Sub-Divisional Magistrates. For all these reasons, I am of opinion that *bidi* establishments should not be brought under the Indian Factories Act. The attention of the Municipal Committee, Gondia, should, however, be drawn to the unsatisfactory conditions of lighting and ventilation prevailing in *bidi* establishments at Gondia and it should be asked to take suitable action under the Municipalities Act. * * * * *

Letter from the Under Secretary to the Government of the Central Provinces, Commerce and Industry Department, to the Director of Industries, Central Provinces, No. 510-1774-XIII, dated the 8th February 1929.

SUBJECT :—*Proposal to bring* bidi *factories in the province within the scope of the Indian Factories Act.*

With reference to Mr. C. M. Trivedi's letter No. 4820-D., dated the 27th September 1928, on the subject noted above, I am directed by the Governor in Council to say that the Local Government as at present advised is not prepared to accept the proposal to bring *bidi* factories in this province within the scope of the Indian Factories Act.

2. . . . . The worst evils in these establishments are the employment of children, a considerable amount of overcrowding and a certain amount of lack of ventilation. The work is not, however, at all strenuous and the actual extension of the schemes of compulsory primary education to some of the important centres since the Director of Industries wrote his letter is certainly calculated to mitigate the evil of child employment. Barring the larger towns like Nagpur and Jubbulpore, these establishments are generally located in semi-rural environment and the work places are mostly large sheds or verandahs. The existing overcrowding and lack of ventilation ought thus to be capable of being dealt with by local bodies. The case for applying the Factories Act to these establishments at present is not, therefore, very strong.

LAC FACTORIES.

13. There are altogether 22 factories for the manufacture of shellac from stick *lac*, in this province. The average number of persons daily employed in these establishments is 1,228 males, 692 females and 62 children. Each of these factories employs more than 50 persons a day and thus belongs to class (*b*). The main centres of the industry are Gondia in the Bhandara district, Katni (with one factory) in the Jubbulpore district, Kota and Pendra in the Bilaspur district. The skilled labour (which is a very small percentage of the total labour employed), such as melters, is mostly imported from Mirzapore in the United Provinces.

14. *Condition of employment of women and children.*—Child employment is not so common as it used to be in this industry, and is much restricted at present. It is reported that shellac-makers have been discontinuing the employment of children in response to unofficial representations by the executive authorities of the districts. Two years ago, 104 children were employed in nine

factories in the Bilaspur district alone. At present, two children over 12 years of age in one factory at Katni and 60 children under 12 years of age in four factories at Gondia are reported to have been employed. They work 8 hours a day, the same as adult workers, but are employed on much lighter work such as drying *lac* or twisting bags used in melting *lac*. The latter work requiring the boys to be inside the warm stove-room, is rather strenuous and is injurious to children of tender age.

A large number of women is, however, employed on comparatively lighter work such as stripping, grinding and sieving *lac*, while men are employed on washing, melting and stretching. As no night work is carried on in these factories, employment of women at night is unknown. The hours of work are not long, the maximum being 10 hours a day, while 8 hours are usual.

15. *Place of work.*—Work is generally carried on in large sheds of 100′ to 180′ in length 30′ to 15′ in breadth and 8′ to 10′ in height. Open courtyards attached thereto are used for drying, washing and other preliminary processes. Sieving of the *lac* is generally done in a room in which the nuisance caused by the dust becomes rather acute. The "*bhattaghar*" or melting room is also a big shed with small ovens arranged in rows. There is no overcrowding in the "*bhattaghar*", the maximum accommodation provided per worker being over 2,000 cubic feet and the minimum, 400 cubic feet, which is just below the limit prescribed by the rules under the Indian Factories Act. The windows provided in the "*bhattaghar*" are very small in size, generally $2' \times 2\frac{1}{2}'$, and inadequate in number. This is chiefly due to the anxiety for preventing draughts of cold air from affecting the oven and the melting process. Some of these are even kept closed to minimise draughts. Naturally such conditions make the "*bhattaghar*" warm, stuffy and very uncomfortable to work in. Allowance of ventilating openings prescribed under the Indian Factories Act is 5 square feet per man, whereas in these factories only 2 square feet per man are ordinarily provided and in some cases the amount of opening is not more than 0·75 square foot per man. On account of these unsatisfactory windows, the "*bhattaghar*" is not properly lighted and no arrangement for artificial lighting is generally provided.

The offensive odour emanating from a *lac* factory not only affects the workers therein, but is also a nuisance to the neighbours, and some of the factory owners in Gondia have been dealt with under the criminal law on this account. The washing pits, reservoirs and drains are not properly cleaned at regular intervals. The same water is used for washing over and over again for a week or more and is allowed to stagnate for the period before it is drained off. Due to putrefaction of all the animal refuse from the stick *lac* along with the myriads of crushed insects in this water, the stinking effluvia from washing basins and drains are disgusting. But the persons employed on washing have to stand knee-deep in this water in the pits and carry on the work for hours together. Moreover, when this putrid water is let off it fouls the neighbourhood, as proper drainage is not provided for and it is allowed to stagnate in pools, which render the locality unhealthy. In July 1929, the Director of Public Health inspected some of the factories at Gondia under the orders of the Local Government. His observations on the *bhattaghar* and drainage system of these factories are quoted below :—

Bhattaghar.—One room size 350′ by 30′. Here there are several fire-places and shellac is melted in front of the fire in these. Although there is a certain amount of ventilation, I consider that this could be improved much more if windows at higher levels are built in the walls of this room.

Offensive odour is inseparable from this industry, but the nuisance could be mitigated if the waste water is removed oftener and the whole place washed twice a day at least.

Disposal of waste water.—During the time of my inspection, the offensive waste water was led into a field in close proximity to the factory and was allowed to stagnate there emitting the most disgusting smell.

There are two *bhattaghars* with 16 and 10 fire-places respectively which require more windows. In one of these rooms I found waste material stacked. This should be discouraged as apart from obstructing ventilation such storage is bound to increase the temperature of an already overheated room.

Even though I was told that the place was washed with water once a day the odour in the factory was most offensive. Water that has been used in the manufacture should be drained out as often as practicable and the place washed thoroughly immediately after. The dirty used water is now allowed to flow into a field close by where it collects. I also noticed similar collection at the back of the house.

16. *Hours of work.*—The average working hours in these factories are 8 hours per day consisting of two four-hour periods separated by a recess of 1½ to 2 hours during midday. But the factories in the Bilaspur district work up to 9½ hours per day with a recess of 2½ hours between 12 noon and 2-30 p. m. The usual hours of work at different centres are stated below :—

Gondia (8 hours per day) . .	8 A.M. to 12 NOON, and 1-30 P.M. or 2 P.M. to 5-30 P.M. or 6 P.M.
Katni (8 hours per day) . .	7 A.M. to 12 NOON, and 2 P.M. to 5 P.M.
Kota, Pendra, Bilha (9½ hours per day) .	6 A.M. to 12 NOON, and 2-30 P.M. to 6 P.M.

Half holiday is given on the bazar days at Gondia while no weekly holiday is observed at Katni. Full holidays are allowed on Mondays at the other three centres.

17. *Wages.*—The skilled labour, *i.e.*, the *bhattawalas* (melters) and their assistants, is usually paid on piece rate, which on an average works out to Rs. 3 per maund of shellac manufactured. Out of this, the cooly assistant (*beloiya*) receives 8 annas, while the melter (*bhattawala*) receives Rs. 1-6-0 to Rs. 1-8-0, while his assistant sheet-maker (*chapadawala*) receives Rs. 1-4-0 to Re. 0-14-0. The two latter skilled workers are usually imported from Mirzapore. Average earnings per day at different centres at current rates are as shown below :—

	Gondia.	Katni.	Kota.
Bhattawala . . .	Rs. 1-9 to Rs. 2-5.	Rs. 1-6 to Rs. 1-8.	Rs. 1-8.
Chapadawala . . .	Rs. 1-4 to Rs. 1-14	Rs. 1-2.	Re. 0-14.
Beloiya	Re. 0-6 to Re. 0-9	Re. 0-6.	Re. 0-6.
Male cooly . . .	Re. 0-6 to Re. 0-7	Re. 0-6.	Re. 0-4.
Female cooly . . .	Re. 0-5 to Re. 0-6	Re. 0-5.	Re. 0-3.
Washing cooly . . .	Re. 0-12 to Re. 0-14	Re. 0-12.	Re. 0-12.
Boys	..	Re. 0-3 to Re. 0-4.	..

Due to depression in the shellac trade, rates of wages have been reduced by 7 to 8 per cent at all the centres since 1927. Cash payments are made weekly on bazar days. The workers imported from Mirzapore only take advances from time to time for their expenses and deposit their savings with their employers which they take in a lump sum at the time of their annual departure for their native places.

18. *Housing.*—Melters and their assistants, who are mostly recruited from the United Provinces, are provided with free quarters by the employers. In many cases, some of the washing coolies and others who have been imported from distant places like Rewah or Nerbudda valley are allowed free quarters. Altogether about 40 per cent. of the labour in this industry are so housed by the employers in the precincts of the factory. In Gondia the rooms are built in the form of barracks generally with brick and mud with a long verandah in front (6′ to 8′ wide). The plinth is about 2 feet in height and the rooms vary in size from 10′×8′×7′ to 15′×10′×9′. Each room is provided with a door and in most cases with a small window. Average inmates per room are two adults. Except for the absence of drains the general sanitation is good.

At Katni, *kutcha* mud huts are provided for the workers. Each hut is practically one room 9′×9′×8′ in size, with no plinth and no window. Nearly 60 per cent. of the labour are so housed. Sanitation is not at all satisfactory and the condition of the inmates is pitiable during the rains.

At Kota, 40 per cent. of the labour, all of which is imported, are provided with rooms in a shed. Each room is approximately 8′×8′×8′ (mean height) in size provided with a small door, but no window. Sanitary conveniences are unknown; but these sheds are, however, better than those of their congeners living inside the town.

19. *Health and welfare.*—Continuous work near the ovens or in overheated rooms tells on the health and physique of the melters and their assistants. They feel very much exhausted after the day's work and debilitated after three or four months' regular work. Hence it is the general practice with these workers to return home every year and take rest for a couple of months or so before they resume their work. Regarding children in a Gondia factory, the Director of Public Health observes: "Apart from the strenuousness of the work, the extreme heat of the *bhattaghar* cannot but have a harmful effect on these poor children."

Men employed on washing have also to perform very strenuous work, standing knee-deep in stinking water and doubled up inside the washing pits. Naturally, it tells upon their health, but no special sickness or occupational disease has been reported so far.

No medical aid or benefit is provided by the employers. Maternity benefit is unknown. Light and fuel are, however, provided free to the skilled labour imported from Mirzapore and sometimes utensils too are supplied.

At Gondia, the operatives themselves have started an *Akhada* (gymnasium) and they are supplied with fresh milk free on some festivals.

At Katni, the skilled labour from Mirzapore is paid railway fares to Mirzapore and back twice a year.

At Kota, advances against wages are given to the needy and small presents are given on some festivals.

Scarcity of water is almost a universal complaint and is the cause of many insanitary practices.

20. *Desirability of control.*—On the question being raised by the Deputy Commissioner, Bilaspur, the desirability of bringing these factories within the scope of the Factories Act was examined by the Director of Industries in 1928. The relevant correspondence is quoted below.

Letter from the Director of Industries, Central Provinces, to the Secretary to the Government of the Central Provinces, Commerce and Industry Department, No. 4824-D, dated the 27th September 1928.

SUBJECT :—*Shellac factories.*

. . . . . .

The Board considered that many of the evils . . . could be remedied by the exercise by local bodies of their powers under the Municipalities Act and the Village Sanitation and Public Management Act and that it was unnecessary to bring these establishments within the scope of the Indian Factories Act. I concur in this opinion for the reasons set forth below.

2. The Indian Factories Act is primarily intended for establishments using a mechanical power, but it is open to the Local Government under section 2 (3) (*b*) of the Act, to extend it to any class of premises or any particular premises not using mechanical power. So far, the Act has not been applied in this province to establishments not using machinery which is not driven by mechanical power, nor has any Local Government declared shellac factories not utilizing mechanical power to be factories within the meaning of the Indian Factories Act. The number of such factories in the province is only 15, 6 at Kota, 3 at Pendra and 3 at Gondia. In the factories in Bilaspur District, work is carried on for 8 hours a day, whereas under the Factories Act, adult workers can be employed for 60 hours a week. Only in one shellac factory work commences at 5 A.M., but in all others in the Bilaspur district, it begins at 7 A.M. or 8 A.M. Intervals of rest appear to be given to employees in many shellac factories. The industry is a small one in the province, and to bring

it within the scope of the Factories Act requires strong justification. The grounds advanced in favour of the proposal to extend the Act to shellac factories are that, unless this is done, the disposal of waste water in such manner as not to affect adversely the health of the workers and the inhabitants of the locality would not be ensured and children would continue to be employed. So far as shellac factories at Gondia are concerned, section 133 (1) (e) of the Municipalities Act would apply to them and under section 134 of that Act, the municipality has powers to allow the use of buildings in which lac is converted into shellac in such manner as its use will not be a nuisance or dangerous. A satisfactory method of disposing of waste water would perhaps be to run it in covered drains and to discharge it in a closed pit, but this is a point on which sanitary authorities are better fitted to advise than myself. I am not sure that a place where workmen are employed can be regarded as a place of human habitation, but if it can, section 122 of the Municipalities Act could be used and proper means of drainage, lighting and ventilation could be secured under section 120, filthy buildings can be ordered to be cleansed and section 124 could be brought into play to ensure sufficient repairs; I may, however, add that the shellac factories at Gondia are very well ventilated and that the buildings are in good condition. As regards shellac factories at Pendra, the hygienic disposal of waste water, which appears to be the main evil calling for remedy, can probably be arranged for under the last two lines of rule 34 of the rules under Village Sanitation and Public Management Act, for this Act is applied to Pendra. If the rule is not wide enough, it can be amended. Only the Mukaddam Rules are in force at Kota, but I believe the place is big enough to be brought under the Village Sanitation and Public Management Act, and this point may be examined by the Deputy Commissioner. It is true that if the Factories Act is not applied to shellac factories, children would continue to be employed in them. At present, 104 children—36 below the age of 15 and 68 below the age of 12—are employed in shellac factories in the Bilaspur district against 491 adult workers. Even if the Factories Act is extended as proposed, children between the ages of 12 and 15 can be employed for 6 hours, and the only question is whether the Factories Act should be applied in order to prohibit the employment of 68 children under 12 years of age. It seems to me that the proper solution is that the local bodies should extend the provisions of the Compulsory Education Act. This would automatically restrict the employment of children. I do not think that the machinery of the Indian Factories Act should be used solely to ensure an object which could be secured more effectively by applying the Compulsory Education Act.

Letter from the Financial Secretary to the Government of the Central Provinces, to the Director of Industries, Central Provinces, No. C.-62-819-XIII, dated the 24th May 1929.

SUBJECT :—*Application of the Factories Act to shellac factories.*

I am directed to refer to your letter No. 4824-D., dated the 27th September 1928, on the subject of the application of the Factories Act to shellac factories.

2. Government agrees with you that a strong case has to be made out for the application of the Act to establishments not using mechanical power, and is not prepared to adopt this course until all other expedients have failed. The Director of Public Health, therefore, is asked to inspect these establishments and to make suggestions to the owners as regards the sanitary conditions under which the workers are employed including the questions of ventilation and drainage. Government does not consider that the reported hours of labour on the employment of children afford special justification for the application of the Act particularly as the question of introducing the Compulsory Education Act at Gondia is now under consideration; but should it be found that the advice of the Director of Public Health is disregarded, the matter will be further considered.

It was held that a strong case had to be made out for the application of the Act to these establishments; and that the evils now existing in them could be remedied by a strict exercise by the local bodies of their legal powers for the regulation of public health and sanitation.

The present Director of Industries has inspected some of the factories at Gondia and his view is that although the employment of small number of children may not be so great an evil and is likely to disappear, some action

is certainly necessary for mitigating the dust nuisance in the seiving room, for relieving the rigors of the "*bhattaghar*" and particularly for reducing to a minimum the insanitary character and consequences of the process of washing as practised now. As instructed by the Local Government, the Director of Public Health inspected in July 1929 the factories at Gondia and made definite suggestions for improving their sanitation and general condition. It is a matter of regret that the owners of these factories have not so far shown any keenness to carry out these suggestions.

Although the price of shellac is subject to fluctuations, the industry is well organised under the control of substantial financiers and is centralised in establishments with conditions similar to those prevailing in regular factories; and if the present indifference on the part of the owners continues the question of extending the Act to these factories will certainly have to be faced in the near future. For the present however we should make a serious effort to remedy the evils by a rigorous enforcement of the existing provisions for the maintenance of health and sanitation in such establishments. If this fails more rigid control will be necessary.

Myrobalan (Harra-Breaking) Works.

21. There are altogether 12 big establishments for breaking myrobalans in order to remove the stone and pack them for export. In ordinary times the total number of persons daily employed in these establishments is 235 men, 481 women and 289 children. But as the activities of these factories are entirely dependent on export trade and availability of cheap labour, the number of persons employed is almost quadrupled during the busy season, which generally occurs in the summer. Women and children provide cheap labour in this industry and this labour is employed on a large scale when the demand for the goods increases periodically. More than 20 per cent of the children so employed are below 12 years of age.

These establishments work from six to nine months in the year and in the busy season all of them employ more than 50 persons a day. The main centres of the industry are in the Raipur and Chhindwara districts.

22. *Condition of employment of women and children.*—No special arrangement or rules are made for employment of women or children. Payment being made on piece rates they work approximately the same hours as the adult males. The work is generally carried on from 6 A.M. to 6 P.M. with no fixed recess, but the workers take rest for their meals according to their own convenience. Night work is rarely resorted to, and no complaint of night employment of women and children has been reported. Ten to 11 hours for children, many of whom are below 12 years of age, is too long for them.

23. *Place of work.*—Work is generally carried on in covered verandahs or courtyards. Only 5 to 8 square feet of floor space is allowed for every person, which is less than one fourth the space prescribed by the Indian Factories Act, and in covered verandahs the breathing space is about one-tenth the cubic space prescribed under the same Act But the places of work being more or less open ventilation and lighting are satisfactory. No sanitary conveniences except urinals are provided at the work places. Latrines are not provided nor are they necessary in these semi-rural centres.

24. *Hours of work.*—Work is generally carried on from 6 A.M. to 6 P.M. with no fixed recess. Men employed on loading sometimes work longer hours, as payment is made on piece rates. Between 10 A.M. and 2 P.M. the workers take one to two hours off for meals and rest. The total hours worked by men, women and children are, however, practically the same. Night work is rarely resorted to and when it is done, the period of work is extended only by an hour or two after sunset with the consent of the workers who are paid on piece rates.

25. *Wages.*—The *harra*-breakers are paid 7 annas for each bag of broken nuts. On an average adults earn from 4 annas to 6 annas per day and children from 2 annas to 3 annas per day. The coolies (men) employed on packing and loading are paid on contract system and earn from 8 annas to Re. 1 per day. There has been no variation in the rates since 1927. Cash payment is made every fifth day and advances are paid from time to time.

26. *Housing.*—Only local labour is employed in such establishments and no housing accommodation is provided by the employers. The labourers have their own houses either in the same or adjacent villages, which are mostly mud

huts of the same type as those of ordinary agricultural labourers who in their off-season come to work in these establishments. Such huts are too common in Indian villages to need any description.

27. *General welfare.*—The labourers working in these establishments are migratory and shift from one establishment to another. No employer thus takes much interest in the welfare of such labourers. Some of the children of these workers attend the ordinary schools in Dhamtari town, but most of them are employed in these establishments along with their parents. No adverse effect on general health is noticed in these establishments but the growth of children employed therein does not appear to be satisfactory.

28. *Desirability of control.*—The proprietors do not favour Government control mainly on the ground that restrictions imposed by elaborate regulations will be unworkable in dealing with such ignorant and rural labour. Moreover any financial burden entailed by such control will cripple a forest industry which should be developed. These arguments are not without force. The only serious evil in these establishments is the long hours for which children have to work; but the labour is migratory and rather primitive and the case for instituting any system of official control of these establishments seem to be very weak. Extension of compulsory primary education in these areas will perhaps remedy the evil. One or two of these establishments has begun to use nut-crushing machine; and if the use of machinery becomes common the case for control may be strengthened later on.

Brick and Tile Works.

29. There are nearly 200 brick fields or establishments for manufacturing table bricks and tiles, which can be classed as brick and tile works. Numerous small establishments of *kumhars* (potters) are scattered all over the province manufacturing *kumhar* bricks or country tiles which have not been included in this enquiry. These are mostly worked by family units, the strength of each varying from three to five persons. Of the larger establishments, 15 works come under class (*b*), employing 935 men, 795 women and 223 children; and 180 works come under class (*c*), employing 2,212 men, 1,189 women and 511 children. The average number of persons daily employed in these brick and tile works total up to 3,147 men, 1,984 women and 734 children. Of these children, 30 per cent (about 210) are of 12 years of age or under.

30. *Condition of work of women and children.*—The work is mainly carried on in the open and there is no difference in the conditions in which men, women or children work. All of them work from 8 to 9 hours a day, which is rather strenuous for children, specially those that are under twelve. No night work is undertaken.

31. *Place of work.*—As bricks and tiles are manufactured almost invariably in open fields, natural light and ventilation leave nothing to be described, and sanitation is generally very satisfactory. In Nagpur alone insanitary practices of using drain water or dirty water from *nallas* (brooks) have been resorted to on account of sheer scarcity of water. The brick fields are also situated close to the cremation ground or municipal refuse pits. In other places the brick fields are situated by river side or close to some natural *nalla*. The kilns for burning the bricks or tiles are arranged on such sites as are available in the neighbourhood. In two cases only permanent kilns with chimneys have been provided.

32. *Hours of work.*—The general working hours are from 8 to 9 hours a day, but they vary in different brick fields even at the same place. Hours of a few important places are given below for illustration :—

Khaparkheda (district Nagpur)	7 A.M. to 5 P.M. with recess from 12 NOON to 2 P.M.
Nagpur	6 A.M. to 6 P.M. with recess from 12 NOON to 3 P.M.
Gondia	(1) 8 A.M. to 12 NOON and 2 P.M. to 6 P.M. (Winter).
	(2) 6 A.M. to 11 A.M. and 4 P.M. to 6 P.M. (Summer).
Itarsi	7 A.M. to 5 P.M. with recess from 12 NOON to 2 P.M.

Bagra (district Hoshangabad)	(1) 7 A.M. to 10 A.M., 10-30 A.M. to 12 NOON, 2 P.M. to 4 P.M. and 4-30 P.M. to 6 P.M. (2) 7 A.M. to 12 NOON and 2 P.M. to 6 P.M.
Jubbulpore	(1) 7 A.M. to 6 P.M. with recess from 11 A.M. to 2 P.M. (2) 7 A.M. to 7 P.M. with recess from 12 NOON to 2 P.M.
Raipur	6 A.M. to 6 P.M. with 3 hours' recess between 11 A.M. and 3 P.M.

33. *Wages.*—Brick makers and their assistants are generally paid on piece rate at Rs. 2 per 1,000 bricks. Average earnings per day at different centres for different class of workers are as follows :—

Khaperkheda (district Nagpur)—

Moulders	Annas 12 per say.
Women assistants	Annas 5 per day.
Male coolies	Annas 6 to annas 10 per day.
Children (above 12)	Annas 6 to annas 8 per day.
Children (below 12)	Annas 4 to annas 6 per day.
Cartmen	Re. 1-8 per day.
Supervisor	Rs. 55 per month.
Carpenter	Rs. 35 per month.
Mates	Rs. 20 per month.
Kilnmen	Rs. 25 per month.

Nagpur City—

Brick makers	Rs. 16 per month.
Women assistants	Rs. 10 per month.
Children	Rs. 5 per month.
Cartmen	Rs. 18 per month.

Gondia—

Moulders	Re. 1 per day.
Women assistants	Annas 6 to annas 7 per day.
Male coolies	Annas 8 per day.

Jubbulpore—

Male coolies	Annas 7 per day.
Female coolies	Annas 4 per day.

Itarsi—

Moulders	Re. 1 per day.
Male coolies	Annas 8 per day.
Female coolies	Annas 6 per day.
Children	Annas 3 to annas 4 per day.
Supervisors	Annas 8 to Re. 1 per day.
Kilnmen	Rs. 2 per day.

There has been practically no variation in wages since 1927. Weekly payments in cash are made on the respective *bazaar* days, which are also generally observed as weekly holidays. The staff employed on monthly wages at Khaperkheda works receives an annual increment of Re. 1 in their wages.

34. *Housing.*—Mud huts, which are in many cases built by the labourers themselves with materials supplied by the employers, are provided free of rent and are approximately of sizes varying from 8′×8′×6′ to 10′×10′×6′. On an average three persons live in each hut. The huts have one opening for doors, but no windows or plinth. In Nagpur half the cost of the hut is borne by owners and half by the occupiers. At Khaperkheda 150 out of 200 are so housed and at Gondia 100 labourers are similarly housed. Practically the whole gang of labourers at Itarsi and Bagra is so housed, while at Jubbulpore 75 per cent of the workers and at Raipur 25 per cent of the labourers are similarly housed. On the whole, sanitation is good. About 20 *pucca* quarters are provided at Bagra for the permanent staff. These vary in size from 18′×12′×7′ to 21′×22′×7′ and are provided with one window (2′×2′) and one door (6′×4′) or two doors. The quarters are made of bricks and on a plinth of 9′′ or so, are properly whitewashed and are sanitary.

35. *General welfare.*—Some of the labourers who have to handle wet earth throughout the day occasionally suffer from sores on the hand and foot, but medical relief is said to be generally available. The conditions of work also expose the workers to attacks by hook worm or other worm, but no occupational disease has specially come to notice so far. The work being essentially an outdoor one, general sanitation is good. Patent medicines are supplied free by the employers and facilities offered by the public dispensaries are also taken advantage of. The labourers, however, mostly prefer to treat themselves with indigenous medicines and herbs.

A few employers pay Rs. 5 as maternity benefit to women employees of long standing. At Khaperkheda trained nurses are employed to help women at the time of confinement. Others are indifferent. In most of the places the distance of the bazar causes much inconvenience. At Khaperkheda grain is supplied at cheap rate, and fuel is also supplied free at Gondia. Educational facilities for the children of workers are lacking everywhere except in Nagpur and Gondia.

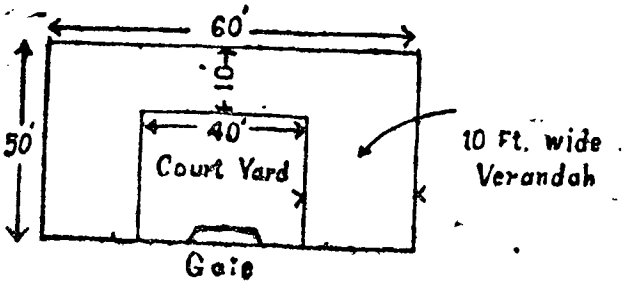
36. *Desirability of official control.*—The work is done in the open and hours are short. No night work or overworking occurs. Although these establishments employ a considerable number of labourers, no necessity for exercising any control over them has so far been felt. Moreover these establishments are liable to be shifted from one place to another as fresh sources of raw material have to be tapped. There is thus no case for official regulation at present.

DAL MILLS.

37. The work of grinding pulses into *dal* is mostly a cottage industry in this province carried on by a class of people commonly known as *daliyas*. But in five or six centres there are about 12 big establishments employing 50 persons or more per day. These 12 *dal* mills altogether employ nearly 65 men, 650 women and 50 children daily in the busy season commencing after the harvesting of pulses and terminating with the break of the monsoon. Innumerable cottage establishments are, however, scattered all over the province. Near Pipariya, a railway station in the Hoshangabad district, there are 18 such *dal* mills, each employing less than 10 persons a day, in the village of Posam alone. The total number of persons employed in these establishments comes to 8 men and 87 women. Similarly, in Khandwa town there are eight such smaller *dal* mills employing 15 men and 35 women altogether. Some of these small establishments use small oil engines to work the grinding mills.

38. *Condition of employment of women and children.*—The large number of women employed in the industry is accounted for by the fact that women have special aptitude for this work as they have been accustomed to grinding pulses for domestic purposes from time immemorial. Very few children are employed and the few that are employed are given light work only. The dust raised by the winnowing fan while at work is the only nuisance incidental to this work. This is mainly a fair weather industry and during the busy season the work is carried on even at night in many centres. Women in such cases work up to 9 P.M. and are paid a little extra for such work. Occasionally when they are required to work till late hours at night, they are allowed recess from 6 P.M. to 8 P.M. and are paid 1½ times their day wages for night work. But for such exceptional cases of night work the hours of work are generally not long.

39. *Place of work.*—The work is carried on in open courtyards and surrounding verandahs of varying sizes, the following being a typing example :—



The necessity of windows is never felt and doors are provided for communication. Light and ventilation are satisfactory. Sanitation is fairly good but for the dust nuisance, which is acute when the winnowing fans are at work. There are no latrines or other sanitary arrangements; but they are not essential in such areas.

40. *Hours of work.*—Work is generally carried on from 7 A.M. to 6 P.M. with a recess for one hour between 11-30 A.M. and 1-30 P.M. in winter and a recess for two hours between 11-30 A.M. and 2-30 P.M. in summer. Sometimes night work is also carried on in summer after 6 P.M., with the necessary intervals for meals.

No weekly holidays are allowed, but work is stopped on some festivals.

41. *Wages.*—There has been no variation in wages for the last three years. Ordinarily, the average rates are—

Mukkadams	Annas 8 per day.
Male coolies	Annas 6 per day.
Women coolies	Annas 4 per day.
Children	Annas 3 per day

Wages are paid in cash every week. About 10 per cent. of the workers are said to be indebted to the money-lenders.

42. *Housing.*—No housing accommodation is provided by the employers, nor is it necessary as most of the workers live in their own houses in the village. In the bigger towns some of the workers have to reside in rented houses, but the rent does not exceed Re. 1 per month. Average rent paid. is 8 annas per month.

43. *Desirability of control.*—Barring a few of the bigger establishments, the industry is carried on more as a cottage industry in rural or semi-rural areas, and does not easily lend itself to administrative regulation. The employment of women at night occurs only on a limited scale and only in the busiest part of the season. No complaint of any abuses springing from this practice is reported. It is no doubt necessary to discourage night employment of women and mitigate the dust nuisance; but the labour employed in the establishments is more casual than permanent and on the whole working conditions cannot be said to be strenuous. The case for any official regulation of these establishments is therefore weak.

Flag stone dressing works.

44. There are six establishments in the Raipur district and one in the Hoshangabad district for dressing flag stones. The total number of persons employed is about 500 men, 145 women and 125 children. These establishments are like slate quarries working mainly during the fair weather. The season lasts for about six or seven months in the year. Each of these quarries generally employs more than 50 persons a day.

45. *Condition of employment of women and children.*—Women and children work 9 hours a day, the same as the men employed in quarrying and dressing. Women are mostly employed in carrying and stacking the slabs and the children are employed on light work for assisting the men. As a long recess from 10 A.M. to 3 P.M. in summer and 12 NOON to 3 P.M. in winter is allowed to these workers, they do not suffer from any appreciable hardship. Moreover, the work being carried on in the open and night work being unknown, the condition of child and female labour is satisfactory. They work in conditions similar to those of the labour employed on the surface in mines and quarries, and sanitation is naturally satisfactory. In summer operatives employed on stone dressing erect a bamboo covering over their head to protect themselves from the sun.

46. *Hours of work.*—Ordinarily work is carried on for 9 hours a day from 6 A.M. to 6 P.M. with a midday recess from 12 NOON to 3 P.M. In summer however, the hours of work are shorter with longer recess from 10 A.M. to 3 P.M. Weekly holidays are observed on bazaar days.

47. *Wages.*—Payment is generally made under the contract system, the contract being entered into with the labour *mukaddam* or the stone dresser. Different rates are paid for different classes and different sizes of dressed stones. The usual earnings are—

Male coolies	Annas 6 per day.
Female coolies	Re. 0-4-6 per day.
Children	Annas 3 to annas 4 per day.
Supervisors	Rs. 30 to Rs. 50 per month.

There has been an increase of about 30 per cent in wages since 1927. Payments are made in cash on every bazaar day. About 50 per cent of the workers are reported to be indebted to the extent of ten or fifteen rupees each which have generally been taken as advances.

48. *Housing.*—No housing accommodation is provided by the employers. The workers live in their own huts in the neighbouring villages, and those who are not residents of such villages build their own small temporary huts close to the quarries. The huts are reported to be well ventilated.

49. *General welfare.*—No special facilities are provided by the petty contractors or *mukkadams* who employ the bulk of the labour. It has been suggested that primary education with some training in the technical aspect of the industry, both of which are sadly neglected, is likely to lead to increased efficiency of the workers.

50. *Desirability of control.*—The work is carried on in healthy surroundings and normally in satisfactory conditions, with the hours of work shorter than those prescribed by the Indian Factories Act, and, therefore, no necessity for any official control has so far been felt.

Glass Factories.

51. Of the two glass factories that are working in this province, only one at Gondia has not yet been registered under the Factories Act, the other one in Nagpur is registered under the Act, as it uses an oil engine. The total number of persons daily employed in the glass factory at Gondia is 75 of which 30 are men, 20 women and 25 children.

All the operatives work practically the same number of hours and children are trained up in glass blowing and other skilled work. Women are mostly employed on packing, grinding and carrying the articles. No night work is allowed.

The place of work is quite sanitary and lighting and ventilation are satisfactory. The main furnace shed is 60′×80′×15′, and the grinding shed is 20′×60′×15′. Both are open and airy, and are kept clean. The same blowing pipe is, however, used by several persons and this is not a clean habit. No latrine is provided at the factory, but the need of one has not apparently been felt.

52. *Hours of work.*—The normal hours of work are 8½ hours a day or 56½ hours a week. The actual hours are—

7-30 A.M. to 12 NOON and 1-30 P.M. to 5-30 P.M.—recess 1½ hours.

But on weekly bazaar day work is limited to the first period only. Furnaces are worked by three shifts of eight hours each. Shorter hours are observed in glass works as efficiency falls with longer hours.

53. *Wages.*—Supervisors, Rs. 40 to Rs. 60 per mensem; blowers and furnacemen, Rs. 15 to Rs. 25 per mensem; grinders and female coolies, Rs. 10 to Rs. 15 per mensem; boys and girls, Rs. 8 to Rs. 10 per mensem.

Leave with pay is allowed for 15 days in a year. But persons absenting themselves without leave are punished with "*double khada*", *i.e.*, one day's absence is treated as absence for two days.

54. *Housing and welfare.*—No housing accommodation is provided by the employer except for one or two supervisors and furnacemen. Workers mostly live in a small colony close by or in their own houses in the town. The huts in the neighbouring colony are ordinary mud huts roofed with country tiles or thatched with grass and constructed by the labourers themselves.

A gymnasium (*akhada*) was opened for the recreation and physical culture of the workers, but it proved to be a failure. A school was also opened for the boys in employment, but after 10 months it had to be closed as many of them took to *bidi*-making from which they could earn better wages. Some advances are given for marriages and maternity expenses but no maternity benefit is granted. The advances are recovered in easy instalments. The workers are sympathetically treated by the management.

55. *Desirability of official control.*—No necessity for official control has been felt so far, as there is very little danger in the manufacturing process adopted. Working hours are very limited and sanitation is satisfactory. Regularity in working hours is carefully observed, and all the ordinary rules prescribed under the Indian Factories Act are generally followed.

IX.—GOVERNMENT OF ASSAM.

Supplementary to Chapter XII (wages) of the Memorandum of the Government of Assam supplied to the Royal Commission on Labour.

1. Family budget of typical working class families have been obtained from the Managers of two Surma Valley tea gardens and two Assam Valley tea gardens. These form an appendix* to this note. The four gardens are more or less typical of their kind. They are fairly well off for land on which the coolies can grow rice to supplement their garden earnings. A more complete picture would have been formed if information was also available about gardens where facilities for rice cultivation are small. But even then it is doubtful if an analysis of all the budgets would enable one to come to any accurate conclusions about the standard of living. The evidence of the eye is more valuable than deductions from figures.

The Government of Assam is satisfied that the garden coolie can nowadays earn enough to keep him in health and reasonable comfort. He has sufficient food, sufficient clothes and a decent house to shelter him from the weather. This was not always the case at the time of the Assam Labour Enquiry Committee (1921-22). In the last decade, as is shown in Chapter† XII (Wages), the cash earnings of the coolie family have greatly increased, whereas the prices of food and clothing have not increased appreciably, if at all. The coolie is nowadays in a position to save more, if he so wishes. The thrifty ambitious coolie will lay out his savings in land and livestock. There are also not a few who become petty money-lenders. In too many cases, increased earnings are dissipated in luxuries such as drink, cigarettes, ornaments, torch lights, and other such things.

2. Thus the material condition of the coolie has improved. From his own material point of view, his happiness has probably increased. He is not so confined to a particular garden. He is more independent and more ready to air his grievances, real or imaginary, on the slightest provocation. But there is nothing to show that he aspires to "better living" in the higher sense. He is as extravagant and wasteful as before. Early marriages are probably just as common. There is no marked desire for education. Thus, though he has become more prosperous, he is not in most cases trying to reach a higher standard of living based on the avoidance of waste and the practice of intelligence, hard work, and thrift. He has regular employment for himself and the members of his family. He has a healthy diet and a simple way of life. His great handicap is ignorance in the widest sense. Very little real education can be expected for him in the next fifty years: but until his ignorance disappears, it is unreasonable to expect his standard of living to rise. Where one has to deal with old prejudices and innate conservatism, one's expectations of changes for the better must be reasonable and modest. Has the post-war working man in Britain with his higher wages, cinema shows, joy-rides, and other luxuries, attained a higher standard of living? It is open to doubt.

3. It will be noticed that most of the budgets* of Binnakandi Tea Estate relate to coolies who have been settled on the garden for many years. This is true to a less extent with regard to Kettela Tea Estate and Duklangia Tea Estate. These coolies consequently have acquired a good deal of land for cultivation. The coolies on Rajghat Tea Estate are newer importations. Too much attention should not be paid to a few deficit budgets in this last garden. As is pointed out in a prefatory note to each schedule from that garden, coolies have ways of supplementing their earnings, but there is no record of the income from these supplementary sources. The large expenditure on drink in some of the Rajghat budgets is noteworthy. Except for improvident thriftless or lazy coolies, the newly-imported coolie with a family is the only one who might find it hard to earn a living wage in the first few months. But things are made easy for him. He is given reduced tasks till he picks up the work, so that he may have enough to live on. In gardens where coolies have little opportunity for supplementing their earnings by growing rice, cash earnings are higher: and the coolies, not needing to take leave for cultivation, do more work, though the hours of work are by no means excessive.

4. In the family budget of the Indian working-man, an important factor is his indebtedness. The typical tea garden coolie is little in debt. It is all to the good that he gets his wages regularly, and can earn more money if he needs more. Sometimes he needs a loan or advance. It may be for a marriage or for a pair of bullocks. If he is a good worker, he may get an advance from the

* Not printed.

†Royal Commission on Labour Evidence Volume VI, Part 1, page 19.

manager free of interest and repayable in easy instalments. He may have a debt at the shop : but under a good manager who takes an interest in his coolies' welfare, he will not get far into debt. The matter will come to the notice of the manager. The coolie will be brought to task. Since 1921-22, however, managers have given less in advances, partly because coolies are earning more and do not (or should not) need advances to the same extent, and partly because experience has shown that advances are often hard to recover. Since the abolition of Act XIII of 1859 the manager has not the same hold on the coolie.

It is a different matter when the coolie goes into the village to settle down on a holding of his own. There, too often, he gets into the clutches of the village money-lender. Not infrequently, he has to make over his land and cattle in repayment. He has not the guiding hand of the manager to help him along. He is ignorant. He has not learnt the value of thrift. But he remains industrious and will often seek work in a neighbouring garden, so as to earn money to help him out of his difficulties.

5. About factories not governed by the provisions of the Indian Factories Act, there is very little to say. Their number is negligible. Their workers are few. The work is not onerous. Pay, depending on the class of work, is sufficient. Small children are not employed. Where machinery is used, the workers are not exposed to undue risks. There are a few rice and oil mills, which work at irregular intervals : a few petty printing presses : some old-fashioned saw-mills : and a few other concerns of that sort. In Assam, no case has been made out for bringing such establishments under official control.

B.—RAILWAYS.

X.—RAILWAY DEPARTMENT (RAILWAY BOARD).

Letter from the Secretary, Railway Department (Railway Board), to the Joint Secretary, Royal Commission on Labour in India, No. 279-L., dated the 2nd March 1931.

In compliance with the request made in Mr. Lall's letter No. L. C. 5 (1) of 7th April 1930, the Railway Board called upon railway administrations to institute inquiries into the standard of living of railway workers of the poorer classes.

* * The Railway Board have now made a preliminary examination of the results of the inquiries made by railway administrations and desire to record for the information of the Royal Commission their provisional views thereon. It is not possible for the Railway Board without further examination and more deliberate consideration of the issues that arise from the reports, which it is not possible to undertake in the time available, to do more than state their provisional views.

2. While the general position indicated by the reports, particularly in respect of indebtedness, cannot be regarded as satisfactory, the Railway Board do not accept that this can rightly be ascribed to inadequacy of wages paid by railway administrations except perhaps in a small degree in the past. The Railway Board are in general agreement with the views expressed by some railway administrations that a remedy for the situation does not lie in an increase of wages.

3. The Railway Board are of opinion that railway administrations appear to have done their best, with the means and time at their disposal, to obtain accurate information in regard to family budgets. The variations in those collected and the disparity in many cases between the excess of expenditure over income and the amount of indebtedness indicate, however, that the family budgets, as a whole, cannot be accepted as offering an accurate reflection of the position.

4. I am to add that the question of devising measures to relieve, as far as it may be proper and possible, the burden of indebtedness among railway employees receives the constant attention of railway administrations and the Railway Board; and I am directed to forward herewith a copy of the Rules and Regulations of the East Indian Lower Paid Staff Loan Fund which has just been constituted.

EAST INDIAN RAILWAY.

LOWER PAID STAFF LOAN FUND.

Rules and Regulations.

1. *Object and constitution of the Fund.*—The Fund is established by the East Indian Railway with the approval of the Railway Board for the purpose of assisting Lower Paid Staff of the Railway Administration, as defined in Clause 4, with loans on favourable terms to assist them financially in times of difficulty.

2. *The Capital of the Fund authorised now amounts to Rs. 1,40,000.*—The Fund at the outset to start with a Capital of Rs. 1,40,000 made up of Rs. 1 lakh transferred from the late Indian Staff Loan Fund and originally received as a Grant from the "Fine Fund" of the Railway and Rs. 40,000 accumulated profits of the late Indian Staff Loan Fund.

The Committee shall be empowered, with the sanction of the Railway Board to borrow further Capital from the Fine Fund. Interest on the amount so borrowed will be paid at such rate of interest as may from time to time be laid down.

3. *Management.*—Subject to the general control of the Railway Board, the Fund shall be managed by a Committee consisting of the following officers of the Railway for the time being:—The Agent, the Chief Accounts Officer and the Chief Operating Superintendent and also three members of the Indian staff to be nominated by the Agent and approved by the Railway Board. The Committee subject to the control aforesaid, may from time to time appoint

any person (either from the Railway's servants or otherwise) to perform the services of Secretary of the Committee and the general routine duties of the management of the business of the Fund, and may remove, suspend and dismiss such employee. They may also, if they think proper and subject as aforesaid, pay him a salary at their discretion. The expenses of management of the Fund shall be defrayed out of the Fund, but the accounts of the Fund shall be kept in the Accounts Office under the immediate direction of the Deputy Chief Accounts Officer.

4. *To whom loans may be made.*—A loan may be advanced for the aforesaid purposes to any member of the Lower Paid Staff of the Railway Administration who is not a member of the Provident Fund with not less than 3 years' permanent service, whose age is not less than 18 years, and whose pay or wages are not more than Rs. 25 per mensem at the time the loan is made.

5. *Amount of loan.*—No loan shall be advanced for a sum exceeding 6 months' pay or wages of the servant to whom the loan is made (calculated at the rate of his pay or wages at the time the loan is made) and the total amount of loan must be a multiple of Rs. 5. Loans of less than Rs. 15 will not be granted.

6. *Reserve Fund.*—A "Reserve Fund" shall be built up to meet liabilities on account of bad debts. For this purpose at the time of making a loan, the following deductions will be made from the amount loaned—

Amount of loan of Rs. 100 or over . .	Rs. 5 deduction.
Amount of loan of Rs. 75 but under Rs.100	Rs. 4 deduction.
Amount of loan of Rs. 50 but under Rs. 75	Rs. 3 deduction.
Amount of loan of Rs. 25 but under Rs. 50	Rs. 2 deduction.
Amount of loan of Rs. 25 and under .	Re. 1 deduction.

The administration shall have the power of varying these rates if the necessity should arise.

7. *Interest to be charged.*—Interest at the rate of 1 pie per rupee (approximately Rs. 6 per cent.) or at such rates as may be laid from time to time by the Administration shall be charged on all loans from the date of advance until repayment, payable monthly.

8. *Loans how to be repaid.*—The principal sum of every loan shall ordinarily be repayable by 12 or 24 equal monthly instalments at the discretion of the Divisional Superintendent, (or in the case of non-Divisional staff such Officers as are nominated by the Agent) the first of such monthly instalments shall become due on the day the second issue of pay after the date of the loan is made, and with every monthly instalment of principal there shall also be paid the interest due in respect of the loan calculated up to the date of payment.

9. Payment of the monthly instalments by which a loan is repayable or of the whole of the loan when it is repayable in one sum, shall ordinarily be made by deduction of the amount from the pay or wages of the servant, and such deduction shall be made by the Accounts Office in the salary pay-sheets, the amount of such deduction being paid by the Accounts Office to the Committee of the Fund.

10. A servant obtaining a loan shall be at liberty at any time or from time to time during the currency of the loan to pay off the whole or any part of the loan for the time being outstanding, provided that he, at the same time, pays all interest due on such loan calculated up to the date of payment.

11. All such payments shall be made to the Treasurer of the East Indian Railway to be placed to the credit of the Committee of the Fund.

12. *Loans how obtained.*—A member of the Lower Paid staff who is not a member of the Provident Fund desirous of obtaining a loan under these rules shall make his application for the same according to the procedure detailed in the Subsidiary rules attached hereto—

13. Divisional Superintendents, and in the case of Non-Divisional staff, such Officers as are nominated by the Agent, are empowered to sanction loans without prior reference to the Central Committee.

The Secretary of the Fund will monthly notify the Divisional Superintendents, or other Officers as above, the total monthly amount up to which they may grant loans to the lower-paid staff under these rules.

14. *Loan Funds to be deposited with State Railway Provident Fund.*—The members of the Committee shall be the Trustees of the Fund, and all the moneys of the Fund shall be passed by debit or credit to "State Railway Provident Fund" under a separate sub-head "Lower Paid Staff Loan Fund". The withdrawal of the moneys of the Fund, as may from time to time be necessary on the ordinary business of the Fund, shall be made by Warrants issued by the Secretary of the Fund, or the Divisional Superintendent, for Secretary, who will prepare a Journal voucher for the total monthly payments by credit to "Traffic Earnings" and debit to "State Railway Provident Fund; Lower Paid Staff Loan Fund."

15. *Transfers from Loan Fund and ultimate disposal of Fund.*—Always provided that the Railway Board shall at their discretion have power to re-transfer from the Fund to the Fine Fund any assets which may not be required for the purposes of the Fund, and that when the Fund is closed its assets shall be re-transferred to the Fine Fund.

16. *Making up of Accounts of Loan Fund.*—A full statement of the affairs of the Fund shall be submitted annually to the Railway Board.

17. *Alteration of rules.*—The foregoing Rules and Regulations and all new or altered Rules and Regulations to be framed in pursuance of this Rule may from time to time be altered or added to or rescinded as the Railway, with the approval of the Government of India, may think proper and determine.

Subsidiary Regulations.

1. *Applications to be supported by the Local Unsecured Debt Committee.*—On each Division small "Local Unsecured Debt Committees" will be set up to whom employees will submit their applications for loans.

These committees will be nominated by Divisional Superintendents and will ordinarily consist of 2 Inspectors and 2 other Senior subordinates of the respective sections.

2. Each division will have a Labour Inspector whose function as far as the Lower Paid Staff Loan Fund is concerned will be to investigate each loan application after receipt by the Local Unsecured Debt Committee.

3. *Applications and communications should be addressed to the Local Unsecured Debt Committee.*—On receipt of the application on the prescribed form (see Appendix A), the Local Unsecured Debt Committee will ask the Labour Inspector to investigate the application and to report as to the genuineness of the request. On receipt of his report the Local Unsecured Debt Committee will forward the application to the Divisional Superintendent with a recommendation as to whether the loan be sanctioned or not.

Arrangements will be made by the Chief Accounts Officer under which payments will be made promptly by pay clerks on account of loans authorised by Divisional Superintendents.

Divisional Superintendents will submit at the close of each month a statement in the form laid down (see Appendix B*), showing loans sanctioned by him.

4. *Applications when to be submitted.*—In the case of applications for a loan to enable a debt to a money-lender being paid off, the Labour Inspector will be responsible for seeing that the best terms possible are obtained for the borrower and that the latter does actually settle up with the money-lender on receipt of the loan and receives in return the necessary documents establishing the fact that the debt has been liquidated. In such cases the Labour Inspector will be considered as acting on behalf of the Local Unsecured Debt Committee concerned and when the transaction has been completed will report the final settlement to them, enclosing with his report the necessary documents in support.

5. *Applications when to be submitted.*—Application for loans may be submitted at any time within 30 days of the date the loan is required.

* Not printed.

6. *Interest how calculated.*—Loans granted on or before the 15th of a month will be charged interest for the full month in which granted and loans granted after the 15th of a month will be charged interest from the 1st of the following month.

7. *Clear explanations of purposes for which loans required should be given in the application.*—The staff should in their own interest afford clear explanations of the purposes for which loans are required. It must also be clearly stated in the application for loans for domestic or religious ceremonies to be performed for persons other than a wife or children whether such persons are entirely dependent on them or not.

8. *Applications for loans on account of medical expenditure should be supported by medical certificates.*—Applications for loans on account of medical expenditure should be supported by medical certificates signed or countersigned by a Medical Officer of the Railway. The Local Unsecured Debt Committee should see that this is done before forwarding the applications.

9. The Local Unsecured Debt Committee will be responsible for satisfying themselves that the loan when granted is actually utilised for the purpose it was asked for.

10. *Warrants for loans are valid for one month only from the date of issue.*—Warrants on account of loans granted by the Fund are current for one month only from the date of issue and all warrants presented after one month to be cashed, should be refused. Warrants not cashed within a month should at once be returned to the Divisional Superintendent. New warrants will not be issued, until fresh applications for loans with explanations as to why the warrants were not cashed in the first instance are received and considered by the Local Unsecured Debt Committee.

11. Divisional Superintendents are empowered to sign warrants on behalf of the Secretary, Lower Paid Staff Loan Fund.

12. For the present the scheme will be confined to Divisional Staff. Should it eventually be extended to non-divisional staff, additional subsidiary regulations will be issued.

APPENDIX A.

LOWER PAID STAFF LOAN FUND.

This application may be submitted at any time within 30 days of the date the loan is required.

Application for Loan.

To

I of

(1) Here state occupation.

being a (1) in the employment of the Railway at a monthly wage of Rs. request that a loan of Rs. may be made to me under the rules of the Lower Paid Staff Loan Fund for the purpose, and I undertake to apply the said sum for that purpose only.

* Give brief details showing the date on which and the person for whom the expenditure has been or will be incurred.
In the case of loans for medical expenditure attach certificate of a Medical Officer of the Railway Administration.

*

I DECLARE THAT I am years months of age

Station

Date 193 .

Signature in full and Ticket No.

This application must be recommended by the Local Unsecured Debt Committee, who must satisfy themselves that the particulars given in the application are correct.

Initials of Labour Inspector.

Hony. Secretary, Local Unsecured Debt Committee.

No. d/.

Length of service of the applicant yrs. months. Particulars of previous loan from this Fund, if any Amount Advice No. Date 193 .

(2) Here insert the words "do not" if such is the case.

I (2) recommend that the loan be made.

Hd. of Dept. or Divl. Officer.

Station

Certificate to be filled in by Divl. Accts. Officer.

Certified that salary of above man is Rs. per month.

Divisional Accounts officer.

XI.—EASTERN BENGAL RAILWAY.

Letter from the Agent, Eastern Bengal Railway, to the Secretary, Railway Board, No. 110-E.-1/E.-11, dated the 6th October 1930.

In forwarding herewith the report of the officer who conducted the enquiry into the standard of living of workers, I would offer the following remarks :—

1. The enquiry was not and was never intended to be a scientific one.

2. The information given is at best capable of only a very rough check.

3. Since the data regarding dependents in the worker's village, their earnings, the village debts, etc., have not been checked the picture is one sided.

4. The enquiry has been conducted by Mr. Bhandarkar, the Welfare Officer, in addition to his other duties and he had to help him only one clerk.

5. The Welfare Officer consulted the East Indian Railway authorities and the authorities of the local Government of Bihar and Orissa and Bengal at the outset, but has not been able to compare results with those authorities as they have not yet completed their enquiries.

In view of the foregoing it will be readily understood that conclusions reached can only be viewed in the light of generalities.

Report by Mr. V. P. Bhandarkar, Welfare Officer, Eastern Bengal Railway, on standard of living of workers.

This report has been prepared in connection with the Labour Commission's request to collect data to find out the cost of living of staff whose total emoluments do not exceed Rs. 50.

2. The enquiry was conducted by me personally and I had to assist me a clerk who belongs to Jaunpore District and who has an intimate knowledge of the conditions of living and working in the villages of the United Provinces and Bihar. He himself is a petty landlord and many men, whom he knows personally, from his and surrounding villages are working in Calcutta and Kanchrapara. Verification of debts and dependents in villages by visiting those villages was not possible. But wherever possible, attempts were made to find out from the neighbours and friends if the man's statement was reasonably reliable or not.

3. Men were called up at random and their statement taken down. Where the expenses did not tally with the earnings and debts within reasonable limits, the man was further cross-examined. If no further light could be thrown on the unbalanced condition of his money matters, the statement was rejected.

4. The limit of Rs. 50 as total income brings down the limit of salary of our menial staff to those drawing about Rs. 35 or so as most of them have side incomes as explained later. Most of the men also get free quarters and uniform which can be taken as the equivalent of at least Rs. 5 per month for a place like Calcutta.

5. The time allowed for investigation was very small. Consequently, the inquiries had to be restricted to certain definite localities and types of staff. Verification of the statements to any degree of accuracy was almost impossible.

6. The difficulties in obtaining correct information were considerable and various. The principal causes leading to inaccurate information being—

(1) Possibility of the enquiry being antecedent to an increase of pay, hence some men showed heavy expenses.

(2) Earnings by somewhat questionable means were naturally kept back.

(3) Staff considered it below their dignity to state that their family members worked at home to supplement income.

(4) Very vague ideas of expenses from month to month.

This resulted in expenses not tallying within reasonable limits with the declared earnings and borrowings. In some cases the conclusion that questionable practices were in operation was obvious and what was not stated could, with certainty, be surmised.

7. Before going further it is worth while noting that a very large portion of our labour is not obtained locally. The reason, for migration is usually either disputes or indebtedness. Except in the cases of disputes the family ties are always kept up and usually a certain amount of money is remitted home. Such remittance may, but does not necessarily, cannote a surplus. In many cases it entails a serious sacrifice of proper food and clothing and sometimes the non-payment of dues—which become a sort of floating debt—to the *Modi* or village grocer, and other shop-keepers.

8. When men migrate after a dispute, very often they break all bonds with their homes and settle down permanently, sometimes taking a local woman as wife.

The people usually go to places when migrating where people of their village have previously gone. In such cases the older migrant introduces the newer one to the *Modi* to allow him credit, and often boards and lodges him till he gets a job. At times the men remain for lengthy periods without a job and the *Modi's* dues keep piling up, the latter as a rule does not charge interest on the dues outstanding but makes up for it by charging higher rates for the commodities. Not having any credit in the bazar the man has to stick to the same *Modi*.

9. For convenience I have divided the staff into Hindus and Mohammedans and the Hindus—into Bengalees, Biharees and Orias, and Mohammedans—into Bengalee, Baharee and U. P. men. All these have again been sub-divided into the smaller groups depending upon their habits and ways of life. In this manner, roughly about fifteen groups had to be examined. The centres taken were ten in number. Naturally each centre did not have all the fifteen varieties of men working, but when examining, this point was borne in mind.

10. It was not possible within the time and means at my disposal to examine each of the fifteen varieties of each grade of employee in service. But most typical cases were taken at random. A very large percentage of cases had to be rejected as the statements made were absolutely false and nothing could be got out of them.

11. The usual way of recruitment is through recruiting *sirdars*, directly or indirectly, but at smaller places men are taken without the help of such agencies. The *sardar's* patronage has to be compensated for either by cash payments or by manual service. As a rule, such recruited men remain longer in service as the recruiting agency sees to it that the recruit does not run away. The initial pay usually is small and if the man does not get a substantial increase in his emoluments either as pay or otherwise within a year or so, the debts, especially in places like Calcutta and Kanchrapara, very often drive him off to other centres of recruitment. A Kanchrapara shop man getting into debt goes off to Lillooah or Jamalpur or to one of the Engineering Works along the river.

12. Some staff is recruited locally, such as gangmen, and they look upon their Railway salary as a side income, having land, etc., in the neighbourhood. Such staff very often abscond during harvesting seasons.

13. The imported labour as already stated comes on account of poverty, etc. The men usually leave dependents at home and as the land cannot support them, all remittances have to be made periodically. The amount of, and the intervals between, each remittance vary. Sometimes the wife comes down to stop for a time with her husband but usually waits until he is fairly well off before doing so.

The lower class men usually bring their wives with them as they are able to earn side incomes by working as *dais*, coolies, maid servants, cow-dung-cake sellers, etc., in larger centres: in the mofussil, local employees' wives usually tend cattle.

14. The food usually eaten in Calcutta is very poor in nourishment: neither *ghee* nor milk form part of the diet. The men subsist on a minimum of cheap food and are therefore subject to illnesses and general devitalisation. They not infrequently run away to their homes for long periods following illness.

Where the conditions of life are easier, *e.g.*, the mofussil, the staff keep cows. Food is generally cheaper there and the staff are healthier and remain at their work without leave for longer periods.

15. Clothing is also used to a minimum and Railway uniform saves expenses under this head : many men possess no other upper garment but the uniform coat.

The indebtedness of staff is usually due to—

(1) Debt in the village before migration.

(2) Floating debts with the *modi* or village grocer during service.

(3) Debts due to deaths—usually among the lowest class, such as the *Chamar*.

(1) The debts in villages are, to some extent, the cause of migration and very often they are of old standing, such debts, strictly speaking, should be the concern of the local Co-operative Credit Societies and of the Revenue Department.

(2) The floating debts are sometimes in the villages and sometimes in the place of work. They are not paid off as the demands of the dependents at home are considered of primary importance. They are usually incurred while waiting for a job or during the earlier stages of employment when the pay is small and the men not fully cognisant of other and perhaps questionable aids to income. Debts are not infrequently paid off when promotion takes place.

(3) Debts of this nature are common amongst *Chamars*, who spend very large sums when deaths occur in the family in feeding their caste people. On such occasions drink forms the heaviest item of expenditure. The higher the position the greater the expense necessary. With education this custom will disappear to the benefit of this class of employee.

16. The details of the cost of living are appended in forms* at the end of this report. The average amount spent on food in Calcutta and its suburbs is about Rs. 7-3-0 per head, while in the mofussil it is Rs. 5-5-0. There are of course, exceptions due to a more luxurious style of living, to getting into training for wrestling, etc. Expenses on clothing amount to Re. 0-15-0 in Calcutta and Re. 0-9-0 per head in the mofussil. In a large number of cases an income is derived from sources other than the Railway.

There are a large number of cases where the men though on small salaries are not indebted. In certain cases men have borrowed money to buy cows or to run oil mills and such debts cannot be regarded as dead weights, since they generally result in profit.

In conclusion, I might offer the following general remarks :—

(1) Indebtedness, it would appear, is not entirely attributable to meagre pay.

(2) If suitable quarters at a very small rental were available, the staff would be encouraged to live with their families.

(3) Facilities for the employment of dependents of Railway employees outside the Railway, should be encouraged.

(4) Education will lead to thrift and an improvement in the economic condition of the lower paid staff.

(5) The Revenue Authorities and the Co-operative Credit Societies in the village of origin should do a great deal to tide men over difficult times—more so than the Railway Co-operative Credit Societies —for keeping Railway menials from incurring debts, while in service, for purposes other than those connected with their villages would appear to be unnecessary. The man enters Railway service to try and get out of debt very often.

(6) The Railway servant has certain advantages of which due account must be taken, *e.g.*, free quarters and passes in certain cases, free medical attendance for self and dependents, the prospect of rising to higher grades in the service, free uniform. Fuel is generally obtained by such staff free, cinders may be picked or coal may be obtained by more questionable means, transfers may be obtained if a man or his dependents are not keeping in good health.

* Not printed.

XII.—EAST INDIAN RAILWAY.

Family budgets of Railway workers, Mr. P. C. Roy, Officer on Special Duty, Family Budget Enquiry.

At the instance of the Royal Commission on Labour an Enquiry was conducted into various matters bearing on the cost of living and well being of the working classes employed by the East Indian Railway in the different provinces traversed by the System.

The Enquiry covered a period of nearly 4 months from the 15th June to the 30th September, 1930. The subjects of primary investigation were the size and earnings of the family, the cost and consumption of food, fuel and lighting, clothing, miscellaneous articles, the cost of house rent and housing conditions.

The following centres were selected for examination in the different provinces traversed by the East Indian Railway :—

Province.	Centres selected for examination.
United Provinces	1. Cawnpore. 2. Lucknow Alambagh Workshop. 3. Lucknow Charbagh Workshop. 4. Moradabad. 5. Bareilly. 6. Benares. 7. Moghal Serai.
Bihar and Orissa	1. Jamalpur Workshops. 2. Gaya. 3. Sasaram. 4. Patna Junction. 5. Dinapore. 6. Jhajha.
Bengal	1. Howrah. 2. Lillooah Workshops. 3. Bandel Junction. 4. Burdwan. 5. Rampur Haut. 6. Asansol. 7. Azimganj.

The number of budgets collected from the different provinces and which have been tabulated are noted below :—

United Provinces	253
Behar and Orissa	213
Bengal	156

The working class employees on the Railway are not usually permanent inhabitants of the District in which they are employed with the exception of the Workshop employees at Jamalpur and Lucknow where the major portion of the staff belong to the District in which they work. In the Lillooah Workshops the Bengali workmen generally belong to rural areas in and around Lillooah. It may be safely said that large percentages of Railway workers are owners of small plots of land and are really agriculturists at heart lured to the Railway by the prospect of fixed wages and certain other privileges attached to Railway service.

A.—THE UNITED PROVINCES.

We will now deal with each Province separately. Of the 253 budgets collected from the United Provinces 77 per cent. relate to Hindus and 23 per cent. to Mohammadans as will be seen from the accompanying table :—

Classification of budgets according to religion and caste.

Religion and caste.	Total number of budgets (both family and single man).	Percentage of Total
Hindus—		
Brahmin	38	15·02
Thakur	10	3·96
Ahir	31	12·26
Kahar	7	2·76
Kori	11	4·35
Lodh	10	3·95
Pasi	15	5·93
Chamar	8	3·17
Jaswara	8	3·17
Rohidas	3	1·18
Kurmi	4	1·58
Mehtar	3	1·18
Lohar	3	1·18
Gararia	7	2·77
Kayesth	3	1·18
Telli	4	1·58
Other castes	25	9·89
Unclassified	5	1·97
Hindus Total	195	77·08
Mohammadans	58	22·92
Total	253	100·0

Method of Enquiry.

The method adopted for collecting the budgets was what is known as the interview method. The interview method of collecting data is however not altogether satisfactory as it is not possible for the worker supplying the information to remember what is spent on each item during the month in his family and it is likely that the informations are often not strictly accurate. The other method of collecting information is to make a minute study of a workman's family by some person intimately acquainted with it, but studies of this kind could not however be undertaken owing to the limited time at my disposal; besides such an enquiry would have necessitated considerable preliminary training of staff. The statistics collected were carefully checked and then tabulated, abnormal and doubtful items being eliminated. The budgets collected by each investigator were carefully checked one with another and with the budgets collected by other investigator for the same occupation and for the same income. In the tabulation a further process of detailed examination was undergone.

The number of family budgets classified according to the income of the workers was as follows :—

Income groups.	Number of of family budgets.	Percentage of total.
Below Rs. 20	118	46·6
Rs. 20 and below Rs. 30	94	37·1
Rs. 30 and below Rs. 40	31	12·3
Rs. 40 and not exceeding Rs 50	10	4·0
All incomes	253	100·0

It will be seen that the majority of families or 83·7 per ent. of the total have a monthly income ranging from Rs. 12 to below Rs. 30. The number of families in the higher income groups is fewer representing about 16·3 per cent. of the total.

Size of the family.

Attempts were made to select as far as possible self-contained families consisting of husband, wife and children. It was however, discovered that families were made up of more than two adults and these were therefore included. The average number of persons in a Railway worker's family in the United Provinces consists of 4·33 persons, *viz.*, 1·28 men, 1·30 women and 1·75 children under 14 exclusive of 0·91 dependents living away from it. Relatives living away from the family and partially or wholly relying for their maintenance on the remittance from the workmen have been taken as dependants. This is clear from the following table :—

Average number of persons in the family by income classes.

Income Classes.	Persons living in the family.			Total	Dependents living away from the family.	Total.
	Men.	Women	Children under 14.			
Below Rs. 20 . .	1·07	0·91	1·13	3·11	1·34	4·45
Rs. 20 to below Rs. 30 .	1·18	1·29	1·83	4·30	0·91	5·21
Rs. 30 to below Rs. 40 .	1·39	1·39	2·32	5·10	0·80	5·90
Rs. 40 to Rs. 50 . .	1·50	1·60	1·70	4·80	0·60	5·40
All incomes .	1·28	1·30	1·75	4·33	0·91	5·24

In the lowest income class, *i.e.*, below Rs. 20 per mensem, the number of children living with the family is noticeably low while the number of dependants living away from the family is remarkably high. This income class falls within what may be rightly termed the indigent class.

The earnings of the family.

The average earnings of a family per mensem of all the 253 families is Rs. 22. This is the arithmetical average.

The present enquiry does not purport to be an Earning Enquiry and the data regarding the earnings of the family have been tabulated only from the point of view of their bearing on the expenditure of the family. The data regarding earnings have also been useful as a check on the reliability of the budgets themselves.

The earnings considered here are not only those derived from wages but from other sources also. Other sources of income are the income from land produce, income from casual work during hours of off duty.

The earnings of individuals vary considerably—some earn less than Rs. 12 per month while others get as much as Rs. 50 per mensem. The most common wage as will be seen from the frequency table is between Rs. 14 and Rs. 22.

Frequency distribution of earnings of Railway workers in the United Provinces.

Monthly earnings of Railway workers.	No. of instances.	Monthly earnings of Railway workers.	No. of instances.
Below Rs. 12 . . .	2	Rs. 30 and below Rs. 32 .	12
Rs. 12 and below Rs. 14 .	25	Rs. 32 and below Rs. 34 .	6
Rs. 14 and below Rs. 16 .	38	Rs. 34 and below Rs. 36 .	5
Rs. 16 and below Rs. 18 .	24	Rs. 36 and below Rs. 38 .	8
Rs. 18 and below Rs. 20 .	30	Rs. 38 and below Rs. 40 .	2
Rs. 20 and below Rs. 22 .	38	Rs. 40 and below Rs. 42 .	4
Rs. 22 and below Rs. 24 .	20	Rs. 42 and below Rs. 44 .	5
Rs. 24 and below Rs. 26 .	19	Rs. 44 and below Rs. 46 .	1
Rs. 26 and below Rs. 28 .	9	Rs. 46 and below Rs. 48 .	*Nil.*
Rs. 28 and below Rs. 30 .	10	Rs. 48 and below Rs. 50 .	1

In the families considered there were total of 309 earners so that instances of more than one wage earner in a Railway workers family are not uncommon. The following table explains the position clearly :

Analysis of families according to number of wage earners.

Income classes.	Number of families with			Total.
	One wage earner.	Two wage earners.	Three wage earners.	
Below Rs. 20 . . .	85	30	3	118
Rs. 20 and below Rs. 30 .	81	12	1	94
Rs. 30 and below Rs. 40 .	30	1	..	31
Rs. 40 and up to Rs. 50 .	10	..	..	10
All incomes .	206	43	4	253

The expenditure of the family.

The most interesting portion of this enquiry is that which deals with the manner in which the working class family spends its income on necessaries, decencies, etc., or in other words the standard of living or the standard of comfort. It deals with the distribution of the family income on necessaries for existence such as the requisite supply of cereals, of pure water, of clothing and of living accommodation with conventional necessaries such as tobacco and *pansupari*, *i.e.*, things, which could be dispensed with but are so strictly demanded by the working class people that they would give up the consumption of those articles which are really necessary for efficiency rather than go without these conventional necessities.

It will be seen from an analysis of the statistics that the standard of living or of comfort is not a high one although the worker's earning capacity has in the long run increased. It is clear from an examination of the position that the families are not as a rule able to put by any saving for supporting themselves during sickness or in old age.

Appendix* A gives a list of items on which a family ordinarily incurs expenditure. These items have been divided into the following six groups : (1) Food, (2) Fuel and Lighting, (3) Clothing, (4) Bedding and household necessities, (5) House rent and (6) Miscellaneus. Food includes the cost of food consumed at home and also the cost of refreshment taken outside. The expenditure on clothing is arrived at by first ascertaining the number of articles of clothing in use, their prices and the approximate period of their duration. The average arrived at is necessarily very rough since it is difficult to judge

* Not printed.

how long an article of clothing will remain in use and also to tell exactly the price paid. In spite of this it is believed that the figure arrived at is sufficiently accurate to give an idea of the approximate expenditure on clothing in the average Railway workers family in the United Provinces.

The miscellaneous group is made up of several items of expenditure as will be seen from the Appendix*. On certain items in this group such as interest on debt or expenditure on intoxicants, the figure obtained may not be quite accurate but speaking generally they are sufficiently accurate to be representative of the class of families whose budgets have been collected.

The following table shows the percentage distribution of expenditure on the six groups :—

Percentage expenditure on the Main groups.

Groups.	Percentage expenditure on each group.
Food	57·3
Fuel and lighting	6·1
Clothing	8·8
Bedding and household requirements	2·1
House Rent	4·8
Miscellaneous	20·9
All groups	100·0

It will be seen that more than half of the expenditure is on food. The next important group is "Miscellaneous".

The following table shows the group percentage expenditure of families by income groups.

Group percentage expenditure for families by Income Classes.

Income Classes.	Number of families.	Average size of families.	Percentage expenditure on						
			Food.	Fuel, and lighting.	Clothing.	Bedding and other household necessaries.	House rent.	Miscellaneous.	Total.
Below Rs. 20	48	4·45	64·9	7·5	9·7	2·2	6·7	9·0	100·0
Rs. 20 to below Rs. 30.	94	5·21	55·8	6·0	8·5	2·1	4·8	22·8	100·0
Rs. 30 to below Rs. 40.	31	5·90	54·3	5·8	8·0	2·2	3·7	26·0	100·0
Rs. 40 to Rs. 50	10	5·40	54·1	5·0	9·0	2·0	4·0	25·9	100·0
All incomes	253	5·24	57·3	6·1	8·8	2·1	4·8	20·9	100·0

This table shows that more than half of the expenditure is on food. The size of the families is not the same. In the higher income classes the percentage of earnings spent on food gradually decreases.

* Not printed.

If the size of the family is the same—a family of one man, one woman and two children—the following results are obtained—

Group percentage expenditure for families consisting of husband, wife and two children.

Percentage expenditure on	Limits of monthly income.				All incomes.
	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Rs. 40 and not exceeding Rs. 50.*	
Cereals	36·57	34·88	22·44	20·00	28·43
Pulses	8·76	8·00	4·72	4·78	6·57
Other articles of food	13·20	13·66	24·84	28·73	20·11
Total food.	58·53	56·54	52·00	53·51	55·11
Fuel and lighting	6·48	6·49	5·42	4·16	5·65
Clothing	9·18	8·00	7·47	6·33	7·75
House Rent	6·37	7·39	0·92	1·00	3·93
Bedding and Household necessaries.	1·93	1·99	2·13	2·00	2·02
Miscellaneous	17·51	19·59	32·06	33·00	25·54
Total	100·00	100·00	100·00	100·00	100·00

The percentage expenditure on cereals it may be noted decreases and that on other food increases with an increase in income. The percentage expenditure on miscellaneous items nearly doubles itself from the lowest to the highest group. Clothing is approximately the same throughout and fuel and lighting shews a tendency to decrease. The expenditure on house rent is not sufficiently representative, as of the instances picked out most of the men are housed in Government quarters.

The following table gives the average monthly expenditure on different articles of food—

Average monthly expenditure on different articles of food (253 budgets).

Articles.	Average monthly expenditure.	Percentage to total.
	Rs. a. p.	
Rice	2 8 9	11·96
Wheat	3 14 2	18·23
Jowar	0 6 0	1·76
Bajra	0 5 6	1·61
Total cereals	7 2 0	33·56
Gram	0 8 3	2·41
Other pulses	1 3 2	5·62
Total pulses	1 11 5	8·03
Sugar (raw)	0 2 2	·64
Sugar (refined)	0 1 9	·51
Tea	0 1 2	·34
Sweetmeats	0 1 2	·34

*Not sufficiently represented.

Articles.	Average monthly expenditure	Percentage to total.
Fish	0 1 7	·46
Beef	0 1 4	·39
Mutton	0 3 0	·88
Milk	0 4 0	1·17
Ghee	0 7 9	2·28
Salt	0 2 0	·58
Condiments and Spices	0 5 9	1·69
Vegetables	0 8 6	2·50
Fruits	0 0 8	·19
Mustard Oil	0 8 10	2·60
Other Oils	0 0 10	·24
Refreshments	0 0 3	·07
Total other food	3 2 9	14·88
Total all food	12 0 7	56·47

In order to ascertain the average monthly expenditure on food per head and per adult male according to income groups the following table has been prepared :—

Income groups.	Average No. of persons in family (all ages).	Equivalent adult males.	Average monthly expenditure on food per family.	Average expenditure on food per head.	Average expenditure on food per equivalent adult male.
			Rs. a. p.	Rs. a. p.	Rs. a. p.
Below Rs. 20	3·11	2·76	8 7 2	2 11 5	3 1 0
Rs. 20 to below Rs. 30	4·30	3·77	12 10 6	2 15 1	3 5 8
Rs. 30 to below Rs. 40	5·10	4·46	17 6 3	3 6 6	3 14 5
Rs. 40 to Rs. 50	4·80	4·23	21 10 8	4 9 7	5 1 11
All incomes	4·33	3·80	15 0 8	3 6 8	3 13 9

Clothing.

Considerable difficulty was experienced in obtaining complete and reliable information regarding clothing. The approximate monthly expenditure on men's women's and children's clothing only were therefore tabulated.

The expenditure on clothing is generally the same throughout and does not show any appreciable variation in the different income groups. It may be noted that it is the monthly apportion of the expenses incurred during the year on clothing which accounts for the major portion of the deficit in the family budgets of the lowest income class.

Fuel and Lighting.

The bulk of the expenditure on this group which forms 6·1 per cent. of the total expenditure is on firewood which is the principal fuel burnt by the working classes. In most cases the women in the house go to the jungle to get firewood, and it is where the worker lives away from his family, that it is a regular item of expenditure. Kerosine oil is used for lighting.

Housing.

The station menial staff are housed in quarters provided by the Railway as far as practicable. No rent charge is made for occupation of quarters by the

staff. In the Lucknow Workshops most of the workmen live in their own homes in Lucknow or in the neighbouring villages. Some also live in rented houses. It has not been possible to examine to any extent the housing conditions of workers who make their own arrangements for accommodation.

In the Jamalpur Workshops the major portion of the staff is drawn from the agricultural class. They live within a radius of 20 miles and return to their own homes in the evening after the day's work is done. In the Lillooah Workshops the upcountry workman live in rented accommodation in the Howrah and Tikiapara Area.

The importance of housing cannot be over-rated. It is considered by authorities possessing expert knowledge of the labour problem that insufficient and bad housing is one of the important factors responsible for industrial unrest.

Miscellaneous.

The miscellaneous items account for 20·9 per cent. of the monthly expenditure of the family and is next to food the second most important group in the family budget. Miscellaneous expenditure includes hair-cutting, washerman's charges, medicine, education, travelling expenses to and from work, tobacco, liquor, *pan-supari*, festivals, interest on debts, remittances, in fact any item that cannot be grouped under the other five groups. The proportion of expenditure on this item to total expenditure is therefore naturally high.

The following table gives the details regarding the monthly expenditure of the families on some of the important items included under the "Miscellaneous" group—

Expenditure on the Miscellaneous Group of articles by families (253 bugets).

Items.	Average monthly expenditure for all budgets.	Average monthly expenditure for families spending.	Percentage of budgets on which figures in column 3 are based.
	Rs. a. p.	Rs. a. p.	
Hair cutting	0 3 10	0 3 10	100·0
Dhobie and Soap	0 4 9	0 4 9	100·0
Tobacco (including *bidis*)	0 5 3	0 5 8	92·5
Liquor	0 0 8	0 13 0	5·5
Bhang, *Ganja* and Opium	0 0 9	0 8 0	10·2
Pan-supari	0 3 9	0 7 3	52·5
Interest on debts	0 13 2	1 12 0	47·0
Remittances to dependants in village.	1 13 8	9 3 6	20·1

It is difficult to procure absolutely accurate information on some of the items included in this group. For instance the families either do not remember or do not like to give out what they spend each month on liquor. Interest on debt is another item on which the information can only be approximated.

Expenditure on education.

The expenditure on education is practically *nil* in the lowest class and negligible in other classes.

Expenditure on Drink and intoxicating drugs.

The expenditure on this account is put forward with the greatest reserve. It is probable that the picketting of liquor shops, etc., during the period when the budgets were collected has resulted in an under-estimation of the amount spent on this account. As a rule the Hindu workers are more or less of sober habits excepting the *Kahars* and the *Chamars* who indulge in liquor or in other intoxicating drugs almost every evening.

Indebtedness.

Interest on debts shews an average expenditure of nearly 8·2 per cent. of the total monthly expenditure. No less than 48 per cent. of the families were in debt. The causes that lead to indebtedness are generally connected with marriages, funeral rites, payment of old debts, etc. The average rate of interest varies from 37½ to as much as 75 per cent. per annum. The interest is not often paid monthly and the worker frequently does not know what his interest charges are. The indebtedness of the family in debt extends ordinarily to the equivalent of 3½ months' earnings.

B.—BEHAR AND ORISSA.

In the Province of Behar and Orissa a total of 213 budgets were collected and have been tabulated. Of these 78 per cent. relate to Hindus and 22 per cent. to Mohammadans as will be seen from the table given below :—

Classification of budgets according to religion and caste.

Religion and caste	Total number of budgets (both family and single men's).	Percentage of Total.
Bramhins	14	6·57
Chhattri	5	2·35
Kayasth	5	2·35
Ahir	20	9·39
Kahar	10	4·69
Koiri	5	2·35
Kurmi	10	4·69
Teli	7	3·28
Weaver	6	2·81
Lohar	18	5·63
Chamar	4	1·87
Doshad	17	7·98
Barhai	7	3·28
Kanu	4	1·87
Tahowa	11	5·16
Dhobi	2	0·93
Pasi	4	1·86
Dhannu	4	1·87
Barber	2	0·93
Bania	2	0·93
Other castes	15	7·14
Hindus Total	166	77·93
Mohammadans	47	22·07
Total	213	100·00

The number of family budgets in each income class was as follows :

Income groups.	Number of family budgets.	Percentage of total.
Below Rs. 20	74	34·7
Rs. 20 and below Rs. 30	69	32·4
Rs. 30 and below Rs. 40	48	22·5
Rs. 40 and not exceeding Rs. 50	22	10·4
All incomes	213	100·0

It will be seen that the majority of the working class families in the Province of Behar and Orissa or 67 per cent. of the total have a monthly income ranging from Rs. 12 which is the minimum pay of this class of employees to below Rs. 30. The number of families in the higher income groups although comparatively smaller represent about 33 per cent. of the total as against 16·3 per cent. in the United Provinces.

Size of family.

The following statement gives the average number of persons living in the family by income groups :—

Income classes.	Persons living in the family.			Total.	Dependents living away from the family.	Total.
	Men.	Women.	Children under 14.			
Below Rs. 20. . .	1·07	1·03	1·20	3·30	1·27	4·57
Rs. 20 and below Rs. 30	1·27	1·25	2·27	4·79	·66	5·45
Rs. 30 and below Rs. 40	1·33	1·60	2·44	5·37	·46	5·83
Rs. 40 and not exceeding Rs. 50	1·27	1·82	2·81	5·90	·36	6·26
All incomes .	1·23	1·43	2·18	4·84	·69	5·53

The average working class family in the Province of Behar and Orissa consists of 4·84 persons, *viz.*, 1·23 men, 1·43 women and 2·18 children under 14 exclusive of ·69 dependants living away from it. The normal size of the family for the working classes at important Railway centres in the Province of Behar and Orissa may be taken to be five made up of husband, wife, two children and one dependent relative generally father or mother.

The earnings of the family.

The average earnings of the family per mensem of all the 213 families is Rs. 24. This is the arithmetical average.

The earnings of individuals vary considerably ranging from below Rs. 12 to as much as Rs. 50 per mensem. The most common wage as will be seen from the frequency table is between Rs. 14 and Rs. 24 per mensem as against Rs. 14 to Rs. 22 in the United Provinces.

Frequency distribution of earnings of Railway Workers in the Province of Behar and Orissa.

Monthly earnings of Railway workers.	No. of instances.	Monthly earnings of Railway workers.	No. of instances.
Below Rs. 12 . . .	*Nil.*	Rs. 30 and below Rs. 32 .	8
Rs. 12 and below Rs. 14 .	22	Rs. 32 and below Rs. 34 .	11
Rs. 14 and below Rs. 16 .	12	Rs. 34 and below Rs. 36 .	4
Rs. 16 and below Rs. 18 .	13	Rs. 36 and below Rs. 38 .	21
Rs. 18 and below Rs. 20 .	27	Rs. 38 and below Rs. 40 .	5
Rs. 20 and below Rs. 22 .	15	Rs. 40 and below Rs. 42 .	6
Rs. 22 and below Rs. 24 .	23	Rs. 42 and below Rs. 44 .	8
Rs. 24 and below Rs. 26 .	11	Rs. 44 and below Rs. 46	3
Rs. 26 and below Rs. 28 .	6	Rs. 46 and below Rs. 48 .	*Nil.*
Rs. 28 and below Rs. 30 .	14	Rs. 48 and below Rs. 50 .	5

In the families considered there were a total of 246 earners. The following table shows that one wage earner in the family is the most usual although families with two wage earners are not uncommon in the 20 to below 30 income group.

Income groups.	Number of families with				Total.
	One wage earner.	Two wage earners.	Three wage earners.	More than three wage earners.	
Below Rs. 20 .	72	1	..	1	74
Rs. 20 and below Rs. 30	55	12	2	..	69
Rs. 30 and below Rs. 40	42	4	1	1	48
Rs. 40 to Rs. 50 .	19	3	..	..	22
Total . .	188	20	3	2	213

Expenditure of the Family.

The following table shows the percentage distribution of expenditure on the six main groups :—

Percentage expenditure on the Main groups.

Groups.	Percentage expenditure on each group.
Food	59·1
Fuel and lighting	4·4
Clothing	6·8
Bedding and Household requisites	1·8
House Rent	1·8
Miscellaneous	26·1
All Groups	100·0

The expenditure on food which represents more than half of the total expenditure is slightly higher than that in the United Provinces where the expenditure on food works out to 57·3 per cent. of the total as against 59·1 in Behar and Orissa. The average working class family in Behar and Orissa consists of 5 persons as against 4 in the United Provinces and this accounts for the slight increase in the expenditure on food.

The expenditure on the "Miscellaneous" group is also considerably higher compared to that in the United Provinces where the expenditure under this head represents 20 per cent. of the total as against 26 per cent. in the Province of Behar and Orissa.

The following table shows the group percentage expenditure of families by income groups :—

Income Classes.	No. of families.	Average size of family.	Percentage expenditure on						
			Food.	Fuel and Lighting.	Clothing.	Bedding and other household necessaries.	House rent.	Miscellaneous.	Total.
Below Rs. 20 .	74	3·30	58·7	4·8	7·1	2·1	1·7	25·6	100·0
Rs. 20 and below Rs. 30.	69	4·79	59·9	4·6	7·4	1·8	2·1	24·2	100·0
Rs. 30 and below Rs. 40.	48	5·37	61·9	4·0	6·3	1·7	1·4	24·7	100·0
Rs. 40 to Rs. 50	22	5·90	56·1	4·2	6·5	1·6	1·9	29·7	100·0

This table shows that the expenditure on food maintains an uniform level more or less in the income groups below Rs. 40 but in the highest income class there is however an appreciable difference due apparently to the quantity and quality of food remaining much the same.

Taking the size of the family to be the same that is to say consisting of one man, one woman, two children and a dependent relative which is the normal size of the working class family in Behar the following results are obtained :—

Percentage expenditure on	Below Rs. 20.	Rs. 20 and below Rs. 30.	Rs. 30 and below Rs. 40.	Rs 40 and not exceeding Rs. 50.	All incomes.
Cereals . . .	49·3	40·0	37·8	32·8	39·9
Pulses . . .	10·2	11·6	5·8	8·3	8·9
Other articles of food	10·8	11·8	16·6	11·4	12·7
Total food . .	70·3	63·4	60·2	52·5	61·5
Fuel and Lighting .	5·3	4·7	4·0	5·1	4·9
Clothing . . .	9·1	7·6	6·8	6·9	7·6
House Rent . .	1·2	2·4	1·1	*Nil*	1·2
Bedding and Household necessaries .	2·4	2·2	2·0	1·7	2·1
Miscellaneous . .	11·7	19·7	25·9	33·8	22·7
	100·0	100·0	100·0	100·0	100·0

As in the case of the United Provinces the percentage expenditure on food decreases and that on "other food" increases with an increase in income. The percentage expenditure on miscellaneous items nearly trebles itself from the lowest to the highest group. Clothing is practically the same throughout and fuel and lighting show a tendency to decrease. The expenditure on house rent is not sufficiently representative as most of the families considered either live in their own houses or in quarters provided by the Government free of rent.

Food.

The staple food of the Railway workers in the province of Bihar and Orissa is rice. Nearly half of the expenditure on food and nearly 26 per cent. of the total expenditure is accounted for by rice.

The expenditure on wheat is about 11 per cent. Of pulses, gram is an important item. The other important articles of food from the point of view of expenditure are vegetables and mustard oil. The working class people cannot afford to eat fish, meat, milk and ghee to any extent.

The average monthly expenditure on food is 59 per cent. of the total expenditure.

The following table gives the average monthly expenditure on different articles of food.

Average monthly expenditure on different articles of food (213 budgets).

Articles.	Average monthly expenditure.	Percentage to total.
	Rs. a. p.	
Rice	6 1 4	25·31
Wheat	2 9 4	10·76
Jowar	0 0 7	0·16
Bajra	0 2 6	0·64
Total cereals	8 13 9	36·87
Gram	0 13 7	3·52
Other pulses	1 2 8	4·87
Total pulses	2 0 3	8·39
Sugar (raw)	0 1 9	0·45
Sugar (refined)	0 1 5	0·37
Tea	0 0 6	0·13
Sweetmeats	0 0 11	0·24
Fish	0 2 1	0·56
Beef	0 0 5	0·11
Mutton	0 5 4	1·39
Milk	0 4 1	1·06
Ghee	0 7 6	1·04
Salt	0 2 6	0·65
Condiments and spices	0 6 8	1·74
Vegetables	0 10 10	2·83
Fruits	0 0 3	0·07
Mustard oil	0 9 6	2·48
Other oils	0 0 6	0·13
Refreshments	0 0 2	0·04
Total other food	3 6 5	13·29
Total all food	14 4 5	58·55

In order to ascertain the average monthly expenditure on food per head and per adult male according to income groups the following table has been prepared.

Monthly expenditure on food per capita and for adult male.

Income groups.	Average number of persons in family (all ages).	Equivalent adult males.	Average monthly expenditure on food per family.	Average expenditure on food per head.	Average expenditure on food per equivalent adult male.
			Rs. a. p.	Rs. a. p.	Rs. a. p.
Below Rs. 20	3·30	2·72	9 2 8	2 12 5	3 5 11
Rs. 20 and below Rs. 30	4·79	3·85	13 11 7	2 13 10	3 9 11
Rs. 30 and below Rs. 40	5·37	4·32	19 12 11	3 11 0	4 9 0
Rs. 40 to Rs. 50	5·90	4·70	21 7 6	3 10 2	4 9 3
All incomes	4·84	3·89	16 0 8	3 3 10	4 0 6

The number of equivalent adult males has been arrived at by adopting the scale used by the Inter-Allied Scientific Food Commission, *viz.* :—

Male over 14	=1·00
Female over 14	=·83
Child 10—14	=·83
Child 6—10	=·70
and Child under 6	=·50

Clothing.

The articles of clothing ordinarily used by the Hindu male workers consist of a *dhoti, kurta* (shirt) and *safa* (turban). The Mohammadan male workers put on either a *dhoti* or a *longi* or a *pyjama*. They generally wear shirts instead of *kurtas*.

The women's dress consists usually of a *Saree* and a *Kurta* (bodice). As regards children they generally go about naked until they attain the age of three but when they are clothed they put on a *Kurta* and a cap.

The average monthly expenditure of the family on clothing comes to 6·8 per cent. of the total. With regard to the station staff menials this is of course in addition to the clothing supplied by the Government free of cost. The majority of the lower subordinate and menial staff at stations are allowed uniform clothing according to a fixed scale by the Government free of cost.

Fuel and Lighting.

The expenditure on this group which forms 4·4 per cent. of the total expenditure is on firewood. This is very often collected from the jungle by the womenfolk in the house. Kerosine oil is used for lighting.

Housing.

The station menial staff are housed in quarters provided by the Government as far as practicable. No rent charge is made for occupation of quarters by the staff. In the Jamalpur Workshop the major portion of the staff is drawn from the agricultural class, who live within a radius of 20 miles and return to their own homes in the evenings after the day's work is done and get an opportunity of living in the family which gives them a higher moral standard and more contented life.

Miscellaneous.

The miscellaneous group accounts for 26 per cent. of the expenditure of the family.

The following table gives the details regarding the monthly expenditure of the families on some of the important items included under the miscellaneous group. Expenditure on the Miscellaneous Group of articles by families—(213 budgets).

Items.	Average monthly expenditure for all budgets.	Average monthly expenditure for families spending.	Percentage of budgets on which figures in column 3 are based.
	Rs. a. p.	Rs. a. p.	
Hair Cutting	0 3 5	0 3 6	99·5
Dhobie and Soap	0 4 1	0 4 2	99·5
Tobacco (including bidis)	0 5 3	0 5 11	92·5
Liquor	0 1 9	0 13 9	13·14
Bhang, Ganja and Opium	0 0 5	0 6 1	6·60
Pan-supari	0 3 4	0 6 7	51·00
Interest on debts	0 8 10	1 8 7	36·15
Remittances to dependents in village	1 9 9	9 4 1	19·67

Education.

The expenditure on education is little or nothing.

Drink.

The expenditure on liquor is most difficult to arrive at because the worker is averse to giving information on this head. It may however be taken that the Hindu workers are less addicted to drink or to other intoxicating drugs excepting among the lower classes.

Indebtedness.

Interest on debts shows an average expenditure of nearly 7·4 per cent. of the total monthly expenditure. No less than 38·25 per cent. of the families are in debt. The cause that lead to indebtedness are generally connected with marriages, funeral rites, payment of old debts, etc. The average rate of interest ranges from 37½ to as much as 75 per cent. per annum. Loans are also taken by the staff from the Co-operative Credit Society at the usual rate of interest, *viz.*, 8 per cent. but a large majority of the staff on the lower rates of pay are heavily in debt to outside money lenders. The interest is often not paid monthly and the worker frequently does not know what his interest charges are. The indebtedness of the family in debt extends ordinarily to the equivalent 2½ to 3 months' earnings.

Prices and cost of living.

Almost all families make their purchases on credit and a very small proportion buys on a cash basis. The vegetables are purchased on payment of cash but almost all other articles of food are purchased on credit and the vendors are paid on the pay day. Some families make their purchases on both a cash and a credit basis. Families in the Rs. 40 to Rs. 50 group buy more on cash than on credit as they seem to have ready cash available in a way which those on lower incomes have not. In the case of single men purchases are made more frequently on a cash basis than on credit.

For the reason that purchases are very frequently made on a credit basis the prices quoted in the family budgets are sometime higher than the prevailing rates for such commodities in the market.

C.—BENGAL.

In the province of Bengal a total of 156 budgets were collected and have been tabulated. Of these 63·46 per cent. relate to Hindus, 35·89 per cent. to Mohammadans and ·65 per cent. to Christians as will be seen from the table given below :—

Classification of budgets according to religion and caste.

Religion and Caste.	Total number of budgets both family and single men's.	Percentage of total.
Brahmins	14	8·98
Chhattri	3	1·92
Vaishnab	2	1·28
Kayastha	5	3·21
Sadgope	3	1·92
Aheer	6	3·85
Goala	6	3·85
Kahar	6	3·85
Kurmi	4	2·56
Koiri	5	3·21
Paramanik (barber)	3	1·92
Lahor (Blacksmith)	2	1·28

Religion and Caste.	Total number of budgets both families and single men's.	Percentage of total.
Barhai } Carpenters	5	3·21
Sutradhar }		
Mahisaya	4	2·56
Namasudra	2	1·28
Doshad	8	5·13
Ghatwal	2	1·28
Rohidas	2	1·28
Tanti (Weaver)	2	1·28
Padmaraj	2	1·28
Bagdi	2	1·28
Halwai	2	1·28
Other castes	11	7·06
Unclassified	4	2·56
Hindus total	99	63·46
Muhammadans	56	35·89
Christians	1	0·65
Total	156	100·00

The following table shows the number of families in the various income groups :—

Number of family budgets by Income Groups.

Income Groups.	Number of family budgets.	Percentage to total.
Below Rs. 20	46	29·48
Rs. 20 and below Rs. 30	43	27·57
Rs. 30 and below Rs. 40	50	32·06
Rs. 40 and not exceeding Rs. 50	17	10·99
All incomes	156	100·00

It will be seen that the majority of the working class families in Bengal or 59·5 per cent. of the total have a monthly income ranging from Rs. 20 to below Rs. 40. The number of families in the highest income group represents about 11 per cent. of the total as against 4 per cent. in the United Provinces.

The following statement gives the average number of persons living in the family by income groups :—

Income Classes.	Persons living in the family.			Total.	Dependents living away from the family.	Total.
	Men.	Women.	Children under 14.			
Below Rs. 20	1·04	0·54	0·61	2·19	1·78	3·97
Rs. 20 and below Rs. 30	1·02	1·02	1·44	3·48	1·35	4·83
Rs. 30 and below Rs. 40	1·24	1·34	1·72	4·30	1·70	6·00
Rs. 40 and not exceeding Rs. 50.	1·35	1·53	2·29	5·17	1·30	6·47
All incomes	1·16	1·11	1·51	3·78	1·53	5·13

The average working class family in Bengal consists of 3·78 persons, *viz.*, 1·11 men, 1·11 women and 1·51 children under 14 exclusive of 1·53 dependents living away from it. The normal size of the family for the working classes at important Railway Centres in Bengal may be taken to be four made up of husband, wife and two children. It will be seen that the workers in the lowest income class cannot afford to live with their families owing to paucity of house accommodation for the staff at the important railway centres. For this reason most of the up country workmen at Lillooah and at other important Stations on the System have to live away from their families.

The earnings of the family.

The average earnings of the family per mensem of all the 156 families is Rs. 27-2-4. This is the arithmetical average.

The earnings of individuals vary considerably but the most common wage as will be seen from the frequency table is between Rs. 16 and Rs. 26 as against between Rs. 14 and Rs. 24 in Behar and Rs. 14 to Rs. 22 in the United Provinces.

Frequency Distribution of Earnings of Railway Workers in Bengal

Monthly earnings of Railway Workers.	No. of instances.
Below Rs. 12	*Nil.*
Rs. 12 and below Rs. 14	7
Rs. 14 and below Rs. 16	11
Rs. 16 and below Rs. 18	12
Rs. 18 and below Rs. 20	16
Rs. 20 and below Rs. 22	10
Rs. 22 and below Rs. 24	9
Rs. 24 and below Rs. 26	10
Rs. 26 and below Rs. 28	5
Rs. 28 and below Rs. 30	9
Rs. 30 and below Rs. 32	13
Rs. 32 and below Rs. 34	12
Rs. 34 and below Rs. 36	10
Rs. 36 and below Rs. 38	10
Rs. 38 and below Rs. 40	5
Rs. 40 and below Rs. 42	4
Rs. 42 and below Rs. 44	5
Rs. 44 and below Rs. 46	5
Rs. 46 and below Rs. 48	1
Rs. 48 and below Rs. 50	2

In the families considered there were a total of 284 earners and the number of persons depending on them for support is 554. The following table shows that one wage earner in the family is the most usual although families with two wage-earners are not uncommon in the Rs. 30 to below Rs. 40 income group.

Income groups.	One wage earner.	Two wage earners.	Three wage earners.	Total.
Below Rs. 20	43	2	1	46
Rs. 20 and below Rs. 30	40	3	..	43
Rs. 30 and below Rs. 40	40	7	3	50
Rs. 40 and not exceeding Rs. 50.	14	2	1	17
All incomes	137	14	5	156
Percentage of total	87·8	8·9	3·3	100·0

The analysis of the budgets gives the following percentage expenditure on the main groups of commodities :—

Groups.	Percentage expenditure each on group.
Food	52·7
Fuel and lighting	4·4
Clothing	5·7
Bedding and household requirements	1·4
House rent	4·6
Miscellaneous	31·2
All groups	100·0

The expenditure on food which represents more than half of the total expenditure is considerably lower than those in the United Provinces and Behar where the expenditure on food workers out to 57·3 and 59·1 per cent. respectively of the total expenditure. This is due to a large majority of the workers in the lower income groups living without their families.

For the same reason the expenditure on the miscellaneous group which includes payments to dependent relatives is considerably higher in Bengal compared to the expenditure under this head in the United Provinces and Behar where it comes to 20 and 26 per cent. respectively of the total expenditure.

The following table shows the group percentage expenditure of families by income groups—

Income Classes.	No. of families.	Average size of family.	Percentage expenditure on.						Total.
			Food.	Fuel and Lighting.	Clothing.	Bedding and Household requirements.	House rent.	Misc.	
Below Rs. 20	46	2·19	52·2	5·3	5·5	1·7	4·4	30·9	100·0
Rs. 20 and below Rs. 30.	43	3·48	54·9	4·7	6·0	1·3	5·0	28·1	100·0
Rs. 30 and below Rs. 40.	50	4·30	50·9	4·0	5·7	1·2	5·1	33·1	100·0
Rs. 40 and not exceeding Rs. 50.	17	5·17	54·6	3·6	5·9	1·4	2·6	31·9	100·0
All incomes	156	3·78	53·1	4·4	5·8	1·4	4·3	31·0	100·0

It will be seen that more than half of the expenditure of the family is on food. The expenditure under this head maintains an uniform level more or less in three out of the four income groups. There is however an appreciable difference in the Rs. 30 to Rs. 40 income group as the women and children wage-earners in this class generally get free food from their employers.

It is not easy to determine the size of the average working class family in Bengal as the workers in the lower income groups mostly live without their families and it is only in the higher income classes that the families are properly represented at the stations at which the workman is employed. It has therefore not been possible to compile a statement showing the group percentage expenditure for families for the different income classes when the size of the family is constant.

Food.

The staple food of the railway workers in Bengal is rice. Nearly half of the expenditure on food and nearly one-fourth of the total expenditure is accounted for by rice. The expenditure on wheat and pulses is 7·2 and 4·3 respectively. The other important articles of food from the point of view of expenditure are vegetable and mustard oil.

The average monthly expenditure on food is 52·9 per cent. of the total expenditure.

The following table gives the average monthly expenditure on different articles of food.

Average monthly expenditure on different articles of food (156 budgets).

Articles.	Average monthly expenditure.	Percentage of total.
	Rs. a. p.	
Rice	5 14 5	23·11
Wheat	1 13 4	7·20
Total cereals	7 11 9	30·31
Pulses	1 1 7	4·32
Sugar, raw	0 1 4	0·32
Sugar (refined)	0 2 1	0·52
Tea	0 1 6	0·37
Sweetmeats	0 0 11	0·23
Fish	0 6 5	1·58
Beef	0 1 6	0·37
Mutton	0 5 10	1·44
Milk	0 6 1	1·51
Ghee	0 7 10	1·99
Salt	0 2 1	0·52
Condiments and Spices	0 6 6	1·61
Vegetables	1 4 2	4·95
Fruits	0 0 3	0·07
Mustard oil	0 10 6	2·58
Other oils	0 0 7	0·16
Refreshments	0 0 4	0·08
Total other food	4 9 11	18·24
Total all food	13 7 3	52·87

In order to ascertain the average monthly expenditure on food per head and per adult male according to income groups the following table has been prepared—

Income groups.	Average No. of persons in family (all ages).	Equivalent adult males.	Average monthly Expenditure on food per family.	Average Expenditure on food per head.	Average Expenditure on food per equivalent adult male.
			Rs. a. p.	Rs. a. p.	Rs. a. p.
Below Rs. 20	2·19	1·87	8 6 6	3 13 4	4 7 11
Rs. 20 and below Rs. 30	3·48	2·80	13 0 3	3 11 10	5 6 8
Rs. 30 and below Rs. 40	4·30	3·46	16 12 11	3 14 6	4 13 2
Rs. 40 and not exceeding Rs. 50.	5·17	4·12	22 4 10	4 5 2	5 6 5
All incomes	3·78	5·06	15 2 2	3 15 3	5 0 6

The number of equivalent adult males has been arrived at by adopting the scale used by the Inter-Allied Scientific Food Commission referred to in a preceding page.

Clothing.

The articles of clothing ordinarily used by the Bengali male workers consist of *dhoti*, a *banyan* (under shirt), shirt and a piece of *chaddar*. The up country workers put on a *dhoti*, *kurta* (shirt) and a *safa* (turban) or a cap. The Mahammadan male workers put on either a *dhoti* or a *lungi* or a *pyjama*. They generally wear shirts instead of *kurtas*.

The Bengali women's dress consist usually of a *saree*. A chemise is also worn by the women and also a bodice on ceremonial occasions.

The average monthly expenditure of the family on clothing comes to 5·8 per cent. of the total and maintains an uniform level more or less in all the income groups. With regard to the station menial staff this is of course in addition to the clothing supplied by the Government free of cost.

Fuel and Lighting.

The expenditure on this group which forms 4·4 per cent. of the total expenditure is on coal and cinder. Cinder is obtainable at cheap rates at the important railway centres and is largely used. Firewood is not used to any extent in Bengal. Kerosine oil is used for lighting.

Housing.

The station menial staff are housed in quarters provided by the Railway as far as practicable. No rent charge is made for occupation of quarters by the staff. In the Lillooah Workshops the Bengali Workmen generally live in houses of their own or belonging to relatives in urban or rural areas and would not wish to be housed elsewhere. Up country workmen live in rented accommodation in the Howrah and Tikiapara area. The conditions are not considered satisfactory and the moral standard is low as most of the workmen live away from their families. The question of providing quarters for these workmen is already under consideration.

Miscellaneous.

The miscellaneous group accounts for 31 per cent. of the expenditure of the family.

The following table gives the details regarding the monthly expenditure of the families on some of the important items included under the miscellaneous group.

Expenditure on the miscellaneous group of articles by families—(156 budgets).

Items.	Average monthly expenditure for all budgets.	Average monthly expenditure for families spending.	Percentage of budgets on which figures in column 3 are based.
	Rs. a. p.	Rs. a. p.	
Hair cutting	0 3 9	0 3 10	99·0
Dhobie and Soap	0 4 5	0 4 5	100·0
Tobacco (including *bidis*)	0 5 11	0 6 2	95·6
Liquor	0 1 0	0 14 6	8·5
Bhang, *Ganja* and Opium	0 0 6	0 11 0	5·1
Remittances to dependents in village.	3 13 6	8 9 1	44·8
Interest on debts	0 5 6	1 1 7	31·4
Pan-supari	0 4 9	0 6 6	73·7

Education.

The expenditure on education is little or nothing.

Drink.

The expenditure on liquor is most difficult to arrive at because the worker is averse to giving information on this head.

It may however be taken that the Hindu workers are less addicted to drink or to other intoxicating drugs except among the lower classes.

It is probable that the picketting of liquor shops during the period when the budgets were collected have resulted in an under-estimation of the amount spent on this account.

Indebtedness.

Interest on debt shows an average expenditure of nearly 9·2 per cent. of the total monthly expenditure. No less than 33 per cent. of the families are in debt. The causes that lead to indebtedness are generally connected with marriages, funeral rites, payment of old debts, etc. The average rate of interest varies from 37½ per cent. to as much as 75 per cent. per annum. Loans are also taken by the staff from the Co-operative Credit Society at the usual rate of interest, *viz.*, 8 per cent. per annum but a large majority of the staff on the lower rates of pay are heavily in debt to outside money lenders. The interest is often not paid monthly and the worker frequently does not know what his interest charges are.

Conclusion.

The standard of comfort is not high. The necessaries for efficiency are not so great as they ought to be.

More than half of the expenditure of the family is spent on food.

The greater the earnings, the smaller the percentage of those earnings spent on food.

The percentage expenditure on cereals tends to decrease and that on other food to increase with the income.

The question of housing leaves much to be desired but this matter is receiving attention by the Railway Administration.

The expenditure on education is practically *nil*. The percentage of illiteracy is high.

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XIII.—MADRAS AND SOUTHERN MAHRATTA RAILWAY COMPANY.

Copy of letter No. E.-1933-C., dated 1st September 1930, from the Agent, Madras and Southern Mahratta Railway Company, Ltd., to the Secretary, Railway Board.

Report of an enquiry regarding the standard of living of workers employed by the Madras and Southern Mahratta Railway Company.

. . . . . I have the honour to submit herewith a report on the above.

1. *Formation of Committee.*—To make the necessary enquiries, I appointed a Committee consisting of my Personnel Officer, Major W. S. E. Money, as Chairman, and as Members two Indian Officers of long service and experience, namely, Rao Bahadur K. Venkatarama Naidu and Rao Bahadur R. K. C. Pillai.

2. *Method of Sampling.*—Any highly systematic method of sampling was found to be out of the question owing to the large area over which employees of this Railway are scattered, and the Committee decided to take evidence from poorer paid working class families chosen for them by the District Officers.

These Officers and the Chief Mechanical Engineer, Perambur, were asked to choose a certain number of these working class employees on different salaries, as shown below, to be examined by the Committee at the different District Headquarters, and at stations on the line, and they were particularly requested not to inform the witnesses of the subject matter of the enquiry.

The sampling was then done on a salary basis as follows —

Rs. 15 and under.

Rs. 16 to 20.

Rs. 21 to 30.

Rs. 31 to 40.

Rs. 41 to 50.

3. *Method of recording evidence.*—Evidence was recorded on a Schedule similar to the one forwarded by the Railway Board by means of cross examination, which was very carefully and methodically undertaken.

4. *Method of analysis.*—After a number of these family budgets had been recorded at different places, and doubtful and obviously inaccurate ones had been eliminated, the committee then made an analysis of the information received.

Owing to the fact that there might be more than one wage earner in the family it was not possible to analyse the family budgets on a salary basis, and the Committee therefore submitted analyses on a basis of the total family income on the following scales —

(*a*) Rs. 20 and under.

(*b*) Above Rs. 20 and below Rs. 30.

(*c*) Rs. 30 to below Rs. 40.

(*d*) Rs. 40 to Rs. 50.

I attach herewith a copy of the results* arrived at. It will be noticed that for each of the above scales 10 budgets, considered to be the most representative, have been analysed.

5. *Details regarding income and expenditure.*—The Committee had no difficulty in satisfying themselves regarding the accuracy of the income stated to be drawn by witnesses, as they were all employees whose salaries were known. As regards details of expenditure, in a large number of cases, witnesses were unable to state exactly what they spent annually on clothing, household requisites and religious observances. It is the general custom in this part of the country for the poorer working classes to buy clothing once a year during the *Pongal* festival, and it is not easy for an uneducated man to remember how much he spent six months previously on clothing for himself and family. As regards household requisites, the Committee found great difficulty in arriving at an exact figure for this expenditure. The reason was the same as above, namely, that the witness had very often forgotten when he last purchased say, a cooking pot, and how much he gave for it. Similarly it was not easy to arrive at an accurate figure of the amount spent on religious observances, feasts and festivals. However, the Committee are satisfied that by very carefully questioning the witnesses they have arrived at figures which are as nearly accurate as it is possible to obtain them in the short time available for this enquiry.

6. *Indebtedness.*—One of the most striking things regarding this enquiry has been the fact that the majority of the witnesses examined are in debt. In most

* Printed as an Appendix.

cases it was stated that the cause of the debt was due to one or more of the following causes :—

(*a*) Insufficient salary to meet necessary expenses. The following figures based on the family budgets which have been analysed show the average difference between income and expenditure :—

Total income of family.	Average income.	Average expenditure.	Average deficit.
	Rs. a. p.	Rs. a. p.	Rs. a. p.
(*a*) Rs. 20 and under . .	16 6 5	24 15 6	8 9 0
(*b*) Rs. 20 to Rs. 30 . . .	24 4 6	28 0 7	3 12 1
(*c*) Rs. 30 to Rs. 40 . . .	35 2 6	42 11 9	7 9 9
(*d*) Rs. 40 to Rs. 50 . . .	42 4 0	57 5 0	15 1 0
Average total for all grades .	29 8 2	38 4 2	8 12 0

(*b*) The number of dependants in a family which a wage earner has to support :—

Total income of family.	Adults.	Children.	Total.
(*a*) Rs. 20 and under. . .	2·4	3·3	5·7
(*b*) Rs. 20 to Rs. 30 . . .	2·6	2·8	5·4
(*c*) Rs. 30 to Rs. 40 . . .	3·5	3·4	6·9
(*d*) Rs. 40 to Rs. 50 . . .	4·1	2·1	6·2
	Excluding the wage earner himself.		

(*c*) *Marriage and other social and religious ceremonies.*—There is no doubt that a great deal of indebtedness is due to these causes, as the expenditure on marriages and funerals is out of all proportion to the income of the family. In order to provide money for these ceremonies a low paid employee without any capital must have recourse to borrowing. It has been roughly estimated that an employee whose salary is under Rs. 50 per mensem during a service of 30 years spends a total of 30 months wages on the several ceremonies enumerated above—or the equivalent of one month's wages for each year of service.

(*d*) *Purchase of provisions on credit.*—The majority of witnesses examined stated that they purchase rice and other grains on this system, paying the shopkeeper for the previous month's supply on pay day. That is the system in theory. In practice, when the time comes for settling up, the employee finds that he has other calls on his money, and is only able to pay the shopkeeper a portion of what he owes. The amount unpaid then becomes a debt, which increases as unpaid balances are added during subsequent months, and in addition interest becomes due.

7. *Method of borrowing.*—(*a*) *Madras and Southern Mahratta Railway Urban Bank.*—Any employee who is a subscriber to the Provident Fund can, subject to certain conditions, borrow up to an amount not exceeding half the amount to his credit in the Provident Fund, repayable in easy instalments at a low rate of interest.

(*b*) *Professional Money Lenders.*—This is the easier though more expensive method for the lower paid and uneducated employee, and the only method left for those who cannot borrow from the Urban Bank on account of the conditions necessary to be fulfilled, or for those who have already borrowed from the

Urban Bank and cannot borrow any more from this source until 75 per cent., of the previous loan is paid off. These money lenders as is well known charge an exorbitant rate of interest, which varies with the security offered. Once a low paid employee gets into the toils of one of these he finds it difficult to escape.

The following statistics are available from the 40 Budgets analysed :—

Not in debt	6
In debt to Urban Bank	4
In debt to Money Lenders	30
	40

8. *Drink.*—The majority of those examined denied spending any money on this. A toddy shopkeeper stated to a member of the Committee, that where 10 years ago he would take Rs. 1,000 on pay day from Railway employees, he now receives Rs. 100.

9. *A Standard Budget.*—The Committee have submitted what, in their opinion, is a standard family budget covering the bare necessities of a working class family whose total family income does not exceed Rs. 50 and consisting of 2 to 6 adults (two children may be taken to equal 1 adult). It has been assumed that 2nd class rice is purchased, and that :—

(*a*) the cost of 4 measures equals Re. 1.
(*b*) 1 measure equals 5 meals.
(*c*) 1 person equals 60 meals per mensem.
(*d*) 1 person equals 12 measures per mensem.
(*e*) 1 person equals Rs. 3 per mensem.

Size of family.	Rice, Ragi, Jawari.	Dal.	Other provisions.	Clothing, (average p. m.)	Rent.	Fuel, and Lighting.	Dhobi, Barber, Sweeper.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. 2 Adults .	6 0 0	0 12 0	5 12 0	3 0 0	3 0 0	2 0 0	1 0 0	21 8 0
2. 3 Do. .	9 0 0	1 0 0	7 0 0	3 0 0	3 8 0	2 8 0	1 0 0	27 0 0
3. 4 Do. .	12 0 0	1 8 0	7 8 0	4 0 0	4 8 0	3 0 0	1 0 0	34 0 0
4. 5 Do. .	15 0 0	2 0 0	9 8 0	4 8 0	5 0 0	3 8 0	1 8 0	41 0 0
5. 6 Do. .	18 0 0	2 8 0	10 8 0	5 0 0	6 0 0	4 0 0	2 0 0	48 0 0

10. *Conclusions.*—Although the enquiry, as far as this Railway is concerned, has not brought to light any new or startling facts regarding the standard of living amongst the poorer working class families, it has, however, confirmed, what was well known before, through observation and enquiries held in Bombay and elsewhere that the poorer working class families do live a hand to mouth existence. The large number of persons to feed in a family, the social and religious customs of the country, and the ever-ready and obliging money lender are the main causes for this state of affairs.

Thrift may be said to be non-existent amongst them, and in fact not possible at present. It is not considered that an increase in pay is any remedy. Statistics show that as the pay increases, so the number of dependants in the family increases, and the difference between expenditure over income shows a greater deficit. The remedy seems to lie in education, though the process must be long and tedious. Welfare workers by lecturing and personal contact with the individual employee might do some good, but it would mean a large staff expensive to maintain. Legislation, directed against the money lender and the rates of interest levied, would go a long way towards a cure of the existing evil, and the Committee are of opinion that in the interests of the lower paid employees of the working classes it is a question which requires urgent attention by the authorities.

APPENDIX.

STATEMENT A (i).

Sample family Budgets. Total Income Rs. 20 and under.

Analysis of the monthly expenditure of 10 Budgets.

Items in budgets.	Sample Budgets.										Average based on 10 Budgets.
Serial numbers of Budgets.	1	2	3	4	5	6	7	8	9	10	
Employments.	Water coolie.	Coolie.	Coolie.	Watchman.	Peon.	Coolie.	Peon.	Gangman.	Coolie.	Coolie.	
Monthly Family Income.	13 8 0	13 8 0	15 0 0	16 8 0	16 8 0	17 0 0	17 8 0	17 12 0	17 12 0	19 0 0	16 6 5
Number of persons living in family.	3	1	3	2	3	1	2	2	2	5	2·4
Number of Children.	3	5	3	4	2	5	2	4	3	2	3·3
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. *Food*—											
1. Rice or other grains	7 0 0	10 0 0	16 0 0	10 0 0	10 0 0	12 0 0	8 0 0	10 0 0	11 4 0	14 0 0	10 13 2
2. *Dhall*	0 8 0	1 0 0	0 14 0	...	0 7 0	...	0 7 0	0 5 0	0 14 0	0 7 0	0 7 10
3. Salt	0 2 0	0 4 0	0 3 0	0 4 6	0 2 0	0 4 0	0 2 0	0 2 0	0 4 0	0 4 6	0 3 2
4. *Jagree*	...	...	...	...	...	...	...	...	...	...	...
5. *Ghee* or oil	...	0 8 0	0 12 0	3 5 0	0 8 6	...	0 8 6	0 12 0	1 0 0	0 15 6	0 13 4
6. Grains	0 8 0	...	...	...	...	...	...	...	...	...	0 0 10
7. Chillies	0 8 0	0 14 0	1 0 0	1 12 0	0 12 0	0 12 0	0 12 0	0 8 0	0 8 0	1 0 0	0 13 5
8. Tamarind	0 6 0	0 8 0	0 3 0	0 10 0	0 2 6	0 5 0	0 2 6	0 5 0	0 4 0	0 12 0	0 5 10
9. Milk	...	...	...	...	...	...	...	...	...	...	...
10. Other provisions	5 0 0	2 8 6	3 8 0	3 14 6	6 12 0	2 9 0	3 0 0	3 8 0	3 8 0	4 13 0	3 14 6
2. Clothing	1 0 0	0 8 0	3 0 0	1 4 0	1 4 0	2 0 0	1 4 0	1 4 0	1 8 0	0 12 0	1 6 0
3. Rent	1 4 0	2 0 0	4 0 0	...	...	0 10 0	4 0 0	...	1 8 0	1 0 0	1 7 0
4. Fuel and lighting	0 8 0	0 8 0	3 12 0	4 0 0	3 0 0	0 15 0	1 8 0	1 12 0	3 12 0	2 6 0	2 3 4

5. Household requisites, *e.g.*, utensils, etc.	0	2	0		...		0	4	0		...		0	1	0	0	1	0		...			...		0	2	0		...		0	1	0	
6. Miscellaneous expenditure including :—																																		
(*a*) Remittances to dependants living in the village.		...			...			...			...			...			...			...			...			...			...			...		
(*b*) Travelling. . .		...			...			...			...			...			...			...			...			...			...			...		
(*c*) Medicine and medical fees.		...			...			...			...			...			...			...			...			...			...			...		
(*d*) Drink and drugs .		...			...			...			...			...			...		0	2	0		...			...		0	0	2			
(*e*) Tobacco and *pan-supari*		...		0	7	6	1	0	0	1	8	0		...			...		0	12	0	0	8	0	1	0	0	1	0	0	0	9	11
(*f*) Religious observances, feasts and festivals.		...		0	6	0		...		0	2	0	0	4	0		...			...			...			...		0	8	0	0	2	0
(*g*) Payments to Provident Fund, Trade Union or Co-operative Society.	0	0	8		...			...			...		0	0	6		...			...			...			...			...		0	0	1	
(*h*) Amusements and recreation.		...			...			...			...			...			...			...			...			...			...			...		
(*i*) Education . . .		...			...			...		0	6	0		...			...			...			...			...			...		0	0	7	
(*j*) Interest on debt . .	1	4	0		...			...			...			...			...			...			...			...			...		0	2	0	
(*k*) *Dhoby*, barber, and sweeper.		...		1	7	0	2	6	0	2	8	0	1	8	0		...		1	4	0	1	0	0	1	8	0	2	8	0	1	6	6	
Total monthly expenditure.	18	2	8	21	7	0	36	14	0	29	10	0	24	13	6	19	8	0	21	12	0	20	2	0	27	0	0	30	6	0	24	14	8	
Balance or otherwise of income over expenditure.	−4	10	8	−7	15	0	−21	14	0	−13	2	0	−8	5	6	−2	8	0	−4	4	0	−2	6	0	−9	4	0	−11	6	0	−8	8	3	

STATE

Statement showing nature of indebtedness,

Rs. 20 and

Serial No. of Budget.	Extent of Indebtedness.	Cause of Indebtedness.	Rate of Interest.	Security.	Terms of Repayment.
	Rs.		Per annum.		
1	60	Repayment of Debts.	24 per cent.	*Nil* . .	Instalments.
2	100	Do. .	12 per cent.	Pro Note .	Do. .
3	160	Do. .	75 per cent.	*Nil* .	Do. .
4	250	Marriage and Debts.	75 per cent.	Pro Note .	Do. .
5	250	Repayment of Debts.	48 per cent.	Jewels .	Do. .
6	30	Do. .	*Nil* . .	*Nil* . .	*Nil* . .
7	50	Do. .	150 per cent.	Surety .	Instalments.
8	30	Do. .	150 per cent.	*Nil* . .	Rs. 3-12-0 per month.
9	200	Marriage and Debts.	12 per cent. and 75 per cent.	*Nil* . .	Instalments.
10	200	Do. .	18¾ per cent.	Pro Note .	Do.

MENT A (*ii*).

rate of interest, housing, etc.

under.

Housing.

Description.	Landlord.	Distance from Work.	Number of Rooms.	Dimensions of Verandah.	Water Supply.	Sanitation.
Mud Hut .	Private .	2 Fur. .	One .	*Nil* .	Well .	Latrine.
Do. .	Do. .	1 Mile .	Do. .	Small .	Tap .	Do.
Brick and tiles.	Do. .	½ Mile .	Two .	Small .	Do. .	Do.
Railway Quarters.						
Railway Quarters.						
Mud Hut .	Private .	1 Mile .	Two .	Small .	Tap .	Latrine.
Brick and tiles.	Do. .	2 Miles .	One .	Small .	Well .	Do.
Railway Quarters.						
Railway Quarters.						
Brick and tiles.	Own property.	18 Miles .	Two .	Small .	Well .	Latrine.

STATEMENT B (*i*).

Sample family Budgets. Total Income over Rs. 20 and under Rs. 30.
Analysis of the monthly expenditure of 10 Budgets.

Items in Budget.	Sample Budgets.										Average based on 10 Budgets.
Serial numbers of Budgets .	11	12	13	14	15	16	17	18	19	20	
Employment.	Carpenter.	Peon.	Loco Coolie.	Hammerman.	Pointsman.	Yard Coolie.	Peon.	Watchman.	Fitter.	Fitter.	
Monthly Family Income .	21 0 0	21 8 0	21 12 0	22 0 0	22 8 0	24 4 0	26 0 0	26 7 0	28 0 0	29 6 0	24 4 6
Number of persons living in family.	2	2	2	2	3	4	3	3	2	3	2·6
Number of children. . .	4	4	2	5	3	3	3	2	..	2	2·8
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Food—											
1. Rice or other grains .	12 0 0	12 0 0	15 0 0	14 8 0	8 12 0	10 0 0	10 0 0	12 0 0	8 0 0	9 8 0	11 2 10
2. *Dall*	0 5 0	0 5 0	1 0 0	1 0 0	1 8 0	0 10 0	0 5 0	0 5 0	1 13 0	1 0 0	0 13 0
3. Salt	0 2 0	0 2 0	0 4 0	0 4 0	0 6 0	0 4 0	0 2 0	0 2 0	0 3 0	0 6 0	0 3 0
4. *Jagree*. . . .	...	...	...	...	...	...	...	...	...	...	...
5. *Ghee* or oil . . .	0 12 0	0 3 0	1 0 0	0 8 0	0 15 6	1 2 0	0 6 0	0 12 0	0 6 0	0 9 0	0 10 7
6. Grains . . .	...	...	...	...	...	...	...	...	...	...	...
7. Chillies . . .	0 6 0	0 3 6	0 6 0	0 14 0	0 15 0	0 12 6	0 6 6	0 8 0	0 6 0	1 8 0	0 10 2
8. Tamarind . . .	0 10 0	0 5 0	0 7 6	0 8 0	0 2 0	1 1 6	0 7 6	0 5 0	...	0 5 0	0 6 8
9. Milk	...	...	...	...	...	...	...	...	...	...	...
10. Other provisions . .	3 13 0	5 0 0	2 0 0	1 14 0	2 0 0	6 2 0	5 13 0	3 0 0	4 4 0	4 4 0	3 13 0

2. Clothing . . .	2	0	0		1	4	0		3	0	0		0	12	0		2	0	0		1	0	0		2	4	0		1	8	0		6	0	0		2	0	0		2	2	10
3. Rent		...			3	8	0			...			1	0	0			...			1	10	0		5	0	0		4	0	0		6	0	0		2	0	0		2	5	0
4. Fuel and lighting . .	2	6	0		3	12	0		0	8	0		2	2	0		1	7	6		3	8	0		4	0	0		2	8	6		2	10	0		2	4	0		2	8	2
5. Household requisites, *e.g.*, utensils, etc.	0	1	0			...			0	2	0			...			0	2	0		0	1	0		0	1	0		0	4	0			...			0	2	0		0	1	3
6. Miscellaneous expenditure, including—																																										
(*a*) Remittances to dependants living in the village.		...				...				...				...				...				...				...				...				...				...				
(*b*) Travelling . . .		...				...			0	4	0			...			0	8	0			...				...				...		0	4	0			...			0	1	10
(*c*) Medicine and medical fees		...				...				...				...				...				...				...				...				...				...				
(*d*) Drink and drugs .		...				...				...				...				...				...				...				...				...				...				
(*e*) Tobacco and *pan-supari*	1	0	0			...			0	8	0		0	5	0		1	0	0			...			1	0	0		1	0	0		1	3	0		1	0	0		0	11	2
(*f*) Religious observances, feasts and festivals.		...				...			0	8	0		0	10	0		1	0	0			...			0	8	0			...				...			1	0	0		0	5	10
(*g*) Payments to Provident Fund, Trade Union or Co-operative Society.		...			1	4	0			...			0	1	0			...				...			1	11	0			...				...			2	0	0		0	8	0
(*h*) Amusements and recreation.		...				...				...				...				...				...				...				...				...				...				
(*i*) Education . . .		...				...			1	0	0			...				...				...				...				...				...				...			0	1	7
(*j*) Interest on debt .		...				...				...				...			2	12	0			...				...				...				...				...			0	4	4
(*k*) *Dhoby*, barber and sweeper	0	2	6		1	6	0		0	6	0		0	14	0		0	12	0		1	8	0		2	0	0		2	2	0		1	6	0		1	4	0		1	2	10
Total monthly expenditure .	23	9	6		29	4	6		26	5	6		25	4	0		24	4	0		27	11	0		34	0	0		28	6	6		32	3	0		29	6	0		28	0	7
Balance or otherwise of income over expenditure.	−2	9	6		−7	12	6		−4	9	6		−3	4	0		−1	12	0		−3	7	0		−8	0	0		−1	15	6		−4	3	0			...			−3	12	1

STATE

Statement showing nature of indebtedness,

Over Rs. 20 and

Serial No. of Budget.	Extent of Indebtedness.	Cause of Indebtedness.	Rate of Interest.	Security.	Terms of Repayment.
	Rs.		Per annum.		
11	150	Marriage and Debts.	18 per cent.	*Nil* . .	Instalments.
12	100	Miscellaneous Debts.	*Nil.*	*Nil* . .	Do. .
13	150	Do. .	12 per cent.	Pro Note .	Do. .
14	40	Do. .	*Nil* . .	*Nil* .	When possible.
15	22	Do. .	150 per cent.	*Nil* . .	Do. .
16	40	Do. .	*Nil* . .	*Nil* .	Do. .
17	90	Do. .	32½ per cent.	Jewels .	Do. .
18	30	Do. .	75 per cent.	*Nil* .	Do. .
19	300	Marriage and Debts.	37½ per cent.	*Nil* . .	Do. .
20	*Nil*	*Nil* .	*Nil* . .	*Nil* . .	*Nil* . .

MENT B (*ii*).

rate of interest, housing, etc.

under Rs. 30.

Housing.

Description.	Landlord.	Distance from Work.	Number of Rooms.	Dimensions of Verandah.	Water Supply.	Sanitation.
Mud and tiles.	Own Property.	5 Miles	Two .	Small .	Well .	..
Do. .	Private .	1 Mile .	One .	Small .	Tap. .	Latrine.
		Railway Quarters.				
Mud .	Own Property.	2 Fur.	One .	Small .	Well .	..
		Railway Quarters.				
		Railway Quarters.				
Brick .	Private .	2 Miles .	One .	Small .	Tap .	Latrine.
Mud .	Do. .	2½ Miles.	One .	Small .	Well .	..
Brick .	Private .	1 Mile .	Two .	Small .	Tap .	Latrine.
Do. .	Do. .	1½ Mile .	One .	Small .	Well .	..

STATEMENT C (6).

Sample family Budgets. Total Income Rs. 30 and under Rs. 40.

Analysis of the monthly expenditure of 10 Budgets.

Items in Budget.	Sample Budgets.										Average based on 10 Budgets.
Serial numbers of Budgets.	21	22	23	24	25	26	27	28	29	30	
Employment.	Fitter.	Wire-man.	Watch-man.	Fitter.	Shunting Master.	Shunting Master.	Work-man.	Fitter.	Fitter.	Black-smith.	
Monthly Family Income.	30 0 0	31 0 0	31 8 0	32 10 0	35 0 0	37 0 0	38 0 0	38 0 0	39 0 0	39 4 0	35 2 0
Number of persons living in family.	3	5	3	5	3	2	3	4	4	3	3·5
Number of children.	4	..	5	3	2	6	3	3	5	3	3·5
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Food—											
1. Rice or other grains	14 0 0	15 0 0	14 0 0	19 0 0	10 0 0	15 0 0	12 0 0	10 0 0	18 0 0	15 0 0	14 3 2
2. *Dall*	1 0 0	0 13 0	1 0 0	1 0 0	1 0 0	1 6 6	0 6 6	1 0 0	2 0 0	0 12 0	1 0 7
3. Salt	0 5 0	0 3 0	0 4 0	0 6 0	0 4 0	0 6 0	0 3 0	0 2 0	0 3 0	0 4 6	0 4 1
4. *Jagree*	0 8 0	...	...	...	0 6 0	...	...	...	...	...	0 1 5
5. *Ghee* or oil	3 0 0	1 14 0	0 8 0	0 6 0	1 8 0	1 7 0	1 12 0	0 7 0	2 8 0	2 4 0	1 9 0
6. Grains	1 0 0	...	...	...	1 0 0	0 12 0	0 5 6	...	...	1 2 0	0 6 9
7. Chillies	0 10 0	...	0 14 0	0 12 0	0 14 0	0 8 0	0 15 0	0 7 0	0 12 0	0 15 0	0 10 8
8. Tamarind	0 9 0	0 10 0	0 8 0	0 7 6	0 12 0	...	0 12 0	0 5 0	0 8 0	0 12 0	0 8 4
9. Milk	1 0 0	...	...	...	...	...	3 0 0	...	...	2 0 0	0 9 7
10. Other provisions	2 0 0	5 8 0	19 6 0	4 8 0	4 0 0	1 14 0	3 12 0	12 7 0	5 0 0	9 8 0	6 12 8
2. Clothing	2 0 0	3 8 0	1 0 0	1 8 0	3 0 0	1 8 0	3 0 0	3 0 0	3 0 0	3 0 0	2 7 2
3. Rent.	1 0 0	5 8 0	1 0 0	3 0 0	3 8 0	1 8 0	6 0 0	2 8 0	6 0 0	6 0 0	3 9 7
4. Fuel and lighting	2 10 0	5 0 0	0 6 0	3 0 0	4 0 0	4 0 0	3 11 0	2 8 0	3 0 0	3 14 0	3 3 4

5. Household requisites, *e.g.*, utensils, etc.	0	2	0	0	3	0		...		0	2	0	0	3	0	0	2	0	0	2	0	0	1	0	0	4	0	0	4	0	0	2	3
6. Miscellaneous expenditure including—																																		
(*a*) Remittances to dependants living in the village.		...			...			...			...			...			...			...			...			...			...			...		
(*b*) Travelling . . .		...			...			...			...			...			...			...			...			...			...			...		
(*c*) Medicine and medical fees.		...			...			...			...			...			...		2	8	0		...			...		2	0	0	0	7	2
(*d*) Drink and drugs .		...			...		0	8	0		...			...			...			...			...			...			...		0	0	10
(*e*) Tobacco and *pan-supari*	2	0	0		...		2	0	0		...			...			...		1	0	0	1	0	0	0	8	0		...		0	10	5
(*f*) Religious observances, feasts and festivals.		...			...			...			...			...		0	8	0		...		1	0	0		...			...		0	2	5
(*g*) Payments to Provident Fund, Trade Union or Co-operative Society.	0	1	2	2	1	0		...			...		4	4	6	3	4	0	3	0	0	2	5	6	3	5	0	3	0	0	2	2	1
(*h*) Amusements and recreation.		...			...			...			...			...			...			...		0	2	0		...			...		0	0	2
(*i*) Education. . .	0	7	0		...		0	6	0		...			...			...			...		0	2	0		...		2	4	0	0	5	1
(*j*) Interest on debt . .		...			...			...			...			...		9	0	0	1	2	0	3	2	0		...		5	0	0	1	13	2
(*k*) *Dhoby*, barber and sweeper		...		2	0	0	3	0	0	1	8	0		...		2	0	0	2	2	0	1	0	0	2	8	0	2	0	0	1	9	10
Total monthly expenditure .	32	4	2	42	4	0	44	12	0	35	9	6	34	11	6	43	3	6	45	11	0	41	8	6	47	8	0	59	15	6	42	11	9
Balance or otherwise of income over expenditure.	−2	4	2	−11	4	0	−13	4	0	−2	15	6	+0	4	6	−6	3	6	−7	11	0	−3	8	6	−8	8	0	−20	11	6	−7	9	9

STATE-

Statement showing nature of indebtedness

Over Rs. 30

Serial No. of Budget.	Extent of Indebtedness.	Cause of Indebtedness.	Rate of Interest.	Security.	Terms of Repayment.
	Rs.		Per annum.		
21	40	Repayment of Debts.	37½ per cent.	Jewels .	Instalments.
22	300	Marriage and Debts.	37 per cent.	Do. .	Do. .
23	250	Do. .	75 per cent.	Pro Note .	Pays Interest.
24	50	Repayment of Debts.	*Nil* . .	*Nil* . .	Instalments.
25	..	..	..	..	..
26	120	Repayment of Debts.	37½ per cent.	*Nil* . .	Instalments.
27	197	Do. .	75 per cent.	*Nil* . .	Do. .
28	50	Do. .	75 per cent.	Personal .	Do. .
29	150	Do. .	75 per cent.	*Nil* . .	When possible.
30	444	Do. .	18 per cent.	*Nil* . .	Instalments.

MENT C (*ii*).

rate of interest, housing, etc.

to Rs. 40.

Housing.

Description.	Landlord.	Distance from Work.	Number of Rooms.	Dimensions of Verandah.	Water Supply.	Sanitation.
Mud Hut .	Private .	1 Fur. .	One .	*Nil* .	Tap .	..
Brick and Tiles.	Do. .	½ Mile .	Five .	Small .	Well .	..
Mud Hut .	Own Property.	2 Miles .	One .	Small .	Tap .	..
Brick and Tiles.	Private .	3 Fur. .	Two .	Small .	Tap .	..
		Railway Quarters.				
Brick and Tiles.	Private .	1 Mile .	One .	Small .	Tap .	..
Tile Masonry.	Do. .	1 Mile .	Two .	6′ × 6′ .	Well and Tap.	Latrine.
		Railway Quarters.				
Brick and Tiles.	Private .	1 Mile .	One .	Small .	Tap .	..
Brick and Tiles.	Private .	1 Mile .	Two .	8′ × 10′	Well .	Latrine.

STATEMENT D (i).

Sample family Budgets. Total Income, Rs. 40 to Rs. 50.

Analysis of the monthly expenditure of 10 Budgets.

Items in Budget.	Sample Budgets.										Average based on 10 Budgets.
Serial numbers of Budgets.	31	32	33	34	35	36	37	38	39	40	
Employment.	Turner.	2 Coolies.	Compounder.	Fitter.	Fitter.	Turner.	Fitter.	Workman.	Turner.	Fitter.	
Monthly Family Income.	42 4 0	43 0 0	45 0 0	45 0 0	45 8 0	45 8 0	45 8 0	49 0 0	49 8 0	50 0 0	46 0 5
Number of persons living in family.	4	7	5	2	4	3	3	5	3	5	4·1
Number of children.	2	2	3	2	2	1	1	3	2	3	2·1
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. *Food*—											
1. Rice or other grains	15 0 0	24 0 0	13 8 0	7 8 0	14 8 0	8 0 0	11 0 0	20 0 0	7 0 0	21 0 0	14 2 5
2. *Dall*	2 0 0	2 0 0	1 0 0	2 0 0	0 2 0	0 10 0	0 9 0	1 8 0	1 0 0	1 0 0	1 5 11
3. Salt	0 6 0	0 4 6	0 4 0	0 4 0	0 6 0	0 4 0	0 2 0	0 3 0	0 6 0	0 6 0	0 4 7
4. *Jagree*	...	...	...	...	...	...	...	...	...	...	...
5. *Ghee* or oil	1 8 0	0 13 0	7 0 0	0 12 0	1 8 0	1 2 0	2 8 0	6 12 0	7 0 0	0 8 0	2 15 1
6. Grains	...	...	...	...	...	...	0 6 0	1 0 0	...	...	0 2 2
7. Chillies	1 2 0	1 12 0	2 2 0	0 12 0	0 8 0	0 12 6	0 15 0	0 15 0	0 9 0	1 8 0	1 1 7
8. Tamarind	1 0 0	0 10 0	1 2 0	0 5 0	...	1 1 6	0 9 0	1 2 0	0 3 0	0 5 0	0 10 2
9. Milk	...	...	...	...	...	...	3 12 0	5 8 0	...	...	0 14 10
10. Other provisions	11 2 0	10 8 6	7 8 0	14 7 0	3 2 0	10 4 0	8 4 0	4 8 0	9 7 0	6 8 0	8 9 1
2. Clothing	4 0 0	4 8 0	8 0 0	3 0 0	5 0 0	1 8 0	3 0 0	4 0 0	5 0 0	4 0 0	4 3 2
3. Rent	6 0 0	4 8 0	...	5 0 0	4 0 0	4 11 0	4 0 0	7 0 0	6 0 0	2 0 0	4 5 1
4. Fuel and lighting	4 7 0	5 0 0	6 0 0	2 8 0	5 8 0	4 4 0	3 0 0	5 4 0	5 0 0	2 4 0	4 5 1

| | | |

STATE-

Statement showing nature of indebtedness

Rs. 40

Serial No of Budget.	Extent of Indebtedness	Cause of Indebtedness.	Rate of Interest.	Security.	Terms of Repayment.
	Rs.		Per annum.		
31	300	Repayment of Debts.	20 per cent.	*Nil* . .	Instalments.
32	350	Marriage and Debts.	36 per cent.	Pro Note .	Do. .
33	120	Do. .	24 per cent.	Do. .	Do. .
34	151	Do. .	.. .	..	Do. .
35	..	..	..	..	..
36	150	Repayment of Debts.	75 per cent.	..	Instalments.
37	..	..	..	..	..
38	110	Repayment of Debts.	15 per cent.	Jewels .	Instalments.
39	..	..	..	..	..
40	..	..	..	..	..

MENT D (ii).

rate of interest, housing, etc.

to Rs. 50.

Housing.						
Description.	Landlord.	Distance from Work.	Number of Rooms.	Dimensions of Verandah.	Water Supply.	Sanitation.
Brick and Tiles.	Private .	½ Mile .	Two .	Small .	Well .	..
Do. .	Do. .	5 Miles .	Do. .	Do. .	Tap. .	..
		Railway Quarters.				
Brick and Mud.	Private .	5 Miles .	Two .	Small .	Tap. .	..
Brick and Tiles.	Do. .	1 Mile .	Two .	Do. .	Do. .	..
		Railway Quarters.				
Brick and Tiles.	Private .	1 Mile .	Two .	6′ × 10′	Well .	..
Do. .	Do. .	1 Mile .	Two .	6′ × 16′	Do. .	..
		Railway Quarters.				
		Railway Quarters.				

XIV.—SOUTH INDIAN RAILWAY COMPANY.

Letter from the Agent, South Indian Railway Company, to the Secretary, Railway Board, No. G. E.-260/5, dated the 25th August 1930.

. . . . . I beg to submit copies of the report submitted by a Committee of Officers who were deputed to hold an enquiry into the standard of living of workmen on this Railway.

2. Both the Local Government and the neighbouring Railway (Madras and Southern Mahratta), were consulted and are, it is understood, submitting their own reports.

3. It is very doubtful whether any investigation, on such an important subject as this is, conducted in a limited time, can possibly give figures on the expenditure of the family budget which are at all reliable as workers generally have it fixed in their mind that if they overstate their expenditure it will in some way lead ultimately to an increase in salary. It has been clearly shewn in the report that an increase in income does not result in a decrease in indebtedness and I agree that the standard of living varies from income class to income class, from district to district and from family to family. The report suggests some benefits may be gained by an extended use of the Co-operative Societies and this question is being examined.

Report of an Enquiry into the Standard of Living of Workmen employed by the S. I. Railway, by a Committee composed of Mr. H. Harvey-Kelly, (Chairman), and Messrs. K. P. Velu Pillay and R. G. Subramania Iyer (members).

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3.—Method and Scope of Enquiry.

(*i*).—The Committee met for the first time on the 7th June 1930 in order to determine the method and scope of the enquiry, and considered at length letter No. L. C. 5 (1), dated 7th April 1930, from the Joint Secretary of the Royal Commission, a copy of which was furnished to the Committee by the Agent. In paragraph 3 of this letter it was stated that "the object was to secure information regarding some poorer working families" and further on in para. 4 thereof it was stated "that the Commission would prefer budgets of families whose combined income is not above Rs. 50 per mensem". In these circumstances, and in view of the fact that the number of employees on the South Indian Railway whose pay does not exceed Rs. 30 per mensem amounted to Rs. 26,000 or 65 per cent. of the total number of employees, the Committee decided that the enquiry may be confined to employees drawing under Rs. 30 per mensem.

(*ii*) *Classification of Workmen by Income classes.*—A list showing by Departments the various categories of employees on the Railway was prepared and discussed at this meeting. This list contained as many as 50 categories, and the Committee considered that for purposes of this enquiry the various classes of staff should be grouped according to pay, as pay, and not nature of work, is the governing factor. Accordingly, the Committee fixed the following groups :—

1. Employees drawing Rs. 15 per mensem and under;
2. Employees drawing Rs. 16 to Rs. 20 per mensem;
3. Employees drawing Rs. 21 to Rs. 30 per mensem.

Groups 1 and 2 were considered the more important as 22,000 or 56 per cent. of the total number of employees fell under these two heads.

(*iii*) *Stations visited.*—The Committee visited the following stations and collected information by direct interrogation of the families concerned :—

Madras, Chingleput, Villupuram, Mayavaram, Tanjore, Golden Rock, Madura, Quilon, Trivandrum, Salem, Sankaridrug, Erode, Thottiyapalayam, Podanur Junction, Shoranur Junction, Trichur, Kallayi, Calicut and Tellicherry.

(*iv*) *Method of collection of Budgets.*—The Committee met at Villupuram on 16th June 1930 and made house-to-house visits. As the enquiry progressed, however, it became clear that the method adopted was not quite satisfactory. A party consisting of three officers, two clerks and a guide on arrival at the workmen's quarters soon attracted an inquisitive crowd, and it was found that questions of a domestic and private nature (such as the amount spent on drink by a man, the number of *sarees* bought by his wife every year, etc.) elicited unsatisfactory and evasive replies evidently due to the lack of privacy which was unavoidable. A change of procedure was therefore necessary, and the Committee decided to notify the workmen to assemble at some convenient place and to interrogate them individually. More satisfactory information was obtained by this means, but the family was not present. After each sitting, however, certain selected families were visited and the information obtained as far as possible on the spot.

At the outset it was clear that it would be impossible for the whole Committee to visit all the stations within the time at their disposal. Investigations were therefore held by the Chairman, each of the two members separately, and in some cases, by the Chairman and one member, the initial enquiry at Villupuram being the only one at which all the three members of the Committee were present.

(*v*) *Reliability of the Budgets collected.*—In Agent's letter referred to above, the Committee was warned to exercise great care in accepting the figures given by employees. Events proved that this caution was entirely warranted and that there was a tendency on the part of practically all men whom the Committee interrogated to exaggerate the figures relating to their expenditure. The Committee collected a total number of 340 budgets, and of these 57 budgets were rejected as being unreliable. The Committee, as they gained experience, were able to judge to what extent the expenditure was exaggerated and to arrive at fairly accurate figures by cross-examination. For instance, the difference between the income and expenditure of a man should indicate the extent of his indebtedness, and cross-examination on these lines enabled the Committee to arrive at comparatively accurate estimates. Further, the budgets collected were carefully checked by comparing the prices of commodities reported by the families with the market quotations at the various places, which enabled the Committee to detect bad and doubtful figures during the process of tabulation. All abnormal items were thus eliminated before the tabulations according to Income classes were completed, and the Committee are satisfied that the budgets on which the tables are based are on the whole reliable.

(*vi*) *Representative character of the Budgets collected and the Conclusions drawn.*—The Royal Commission, in their letter referred to in para. 3 (1) above, laid great stress on the representative character of the families selected for investigation and on the method of sampling adopted. The Committee were throughout guided by this principle and were careful not to include families which presented peculiar or exceptional characteristics. In view, however, of the differences of religion, castes, manners and customs of the workers, and in view of the fact that they were dispersed over the whole of the South Indian Railway System, the Committee decided, in order to make the enquiry comprehensive, to collect as many budgets as possible within the time at its disposal. Whilst, therefore, the budgets collected are fairly representative of all classes of workmen on the South Indian Railway, they do not include budgets of families that are not typical of any working classes.

4.—Number of Budgets Collected.

(*i*) The Committee collected 340 budgets and of these 57 were rejected as being unreliable. These budgets are family budgets and budgets of single men were not taken by the Committee.

The following statement shows the number of budgets, analysed according to Income classes :—

Serial No.	Income Classes.	Number.	Percentage of Total.
1	Rs. 15 and under	116	49·99
2	Rs. 16 to Rs. 20	73	25·79
3	Rs. 21 and over. . . .	94	33·22
	Total . .	283	100·00

(*ii*) A further analysis of the budgets collected by communities gives the following results :—

Serial No.	Communities.	Number.	Percentage of Total.
1	Hindus	234	82·69
2	Mohammedans	28	9·89
3	Christians	21	7·42
	Total . .	283	100·00

(*iii*) Of the 283 families whose budgets have been tabulated, 98 were living in Railway quarters and 185 in private quarters. Analysed according to Income classes, the following statement shows the number of families living in Railway quarters and private quarters separately :—

Serial No.	Income Classes.	Railway Quarters.		Private Quarters.	
		Number.	Percentage of Total.	Number.	Percentage of Total.
1	Rs. 15 and under .	43	37·07	73	62·93
2	Rs. 16 to Rs. 20 .	21	28·77	52	71·23
3	Rs. 21 and over .	34	36·17	60	63·83
	Total .	98	34·63	185	65·37

This table, however, does not indicate the proportion of workmen living in Railway quarters and in private quarters.

* * * * *

5.—Size of the family.

The following statement shows the average number of persons per family by Income classes. It will be seen that the average family consists of 5·78 persons made up of 1·36 men, 1·73 women and 2·69 children. There is not

much variation in the number of persons per family according to income, but the tendency will appear to be for the family to increase with the income.

Serial No.	Income Classes	Adults.		Children under 14.	Total.
		Men.	Women		
1	Rs. 15 and under . .	1·19	1·48	2·39	5·06
2	Rs. 16 to Rs. 20 . .	1·42	1·74	2·64	5·80
3	Rs. 21 and over . .	1·52	2·02	3·11	6·65
	Total . .	1·36	1·73	2·69	5·78

This includes wife and children and relatives living with and entirely dependent on the head of the family.

6.—The Earnings of the family.

(*i*) The following table is an analysis of families according to number of wage-earners :—

Serial No.	Income Classes.	Number of Wage-earners.			
		One.	Two.	Three.	Four.
1	Rs. 15 and under . .	110	4	2	*Nil*
2	Rs. 16 to Rs. 20 . .	57	16	*Nil*	*Nil*
3	Rs. 21 and over .	60	29	3	2
	Total . .	227	49	5	2

It will be noticed that one wage-earner in the family is the most usual. Families with two wage-earners form 17·3 per cent. of the total number of families, and are made up mostly of sweeper class. Families with more than two wage-earners are exceptional.

(*ii*) *Average Family Income.*—The average income of a family is given in the following table, from which it will be seen that the average income for all classes is Rs. 19·45 :—

Serial No.	Income Classes.	Number of Families.	Total Income.	Average Income.
			Rs.	
1	Rs. 15 and under . . .	116	1,563	13·47
2	Rs. 16 to Rs. 20 . . .	73	1,289	17·66
3	Rs. 21 and over . . .	94	2,653	28·22
	All Income Classes .	283	5,505	19·45

As a rule, the working man's family has no other sources of income besides the wages of the head of the family. We, however, came across a few families who derived income from land and from houses owned by them, and a few others in which the women contributed to the family income by engaging in such occupations as cooly work, sweetmeat selling, coir and basket making, etc. Such families form only about 5 per cent. of the total number of families. The income derived from such subsidiary sources are also included in the statement given above.

7.—The Expenditure of the family.

The following statement shows the average expenditure of the family for the various Income classes :—

Serial No.	Income classes.	Number of families.	Total expenditure.	Average expenditure.
			Rs.	
1	Rs. 15 and under . . .	116	2,154	18·57
2	Rs. 16 to Rs. 20 . . .	73	1,704	23·34
3	Rs. 21 and over . . .	94	3,008	32·00
	All Income Classes . .	283	6,866	24·26

Taking all classes together, the expenditure amounts to Rs. 24·26 per family. This represents the actual amount spent by the average family, as compiled from the budgets we have collected, and whilst it may be considered as typical of the actual expenditure incurred by a working man's family, it does not indicate what the family ought to spend or could afford to spend. Comparing this with the income figures given above, it will be seen there is a deficit of Rs. 4·81 per family, and this explains the reason for the indebtedness so common among the workmen, which is dealt with in subsequent paragraphs.

8.—Indebtedness.

(*i*) *Extent of Indebtedness.*—The following table shows the extent of indebtedness of the families which came under our investigation :—

Income Classes.	No. of families not indebted.	Number of Families indebted.						Total indebted and not indebted.	Percentage of indebted to total number of families.
		Under three months' pay.	3 to 6 months' pay.	6 to 12 months' pay.	12 to 18 months' pay.	Over 18 months pay.	Total indebted.		
Rs. 15 and under .	17	18	25	33	8	15	99	116	85·34
Rs. 16 to Rs 20 .	10	13	21	12	10	7	63	73	86·30
Rs. 21 and over .	23	14	20	20	11	6	71	94	75·53
All Income classes .	50	45	66	65	29	28	233	283	82·33
Percentage of Total .	17·67	15·90	23·32	22·97	10·25	9·89	82·33	100·00	..

Of the 283 families, 50 or 17·7 per cent. were not indebted and the remaining 233 or 82·3 per cent. were indebted. The extent of indebtedness ranged from three months' pay to 18 months' pay and in some cases over 18 months' pay. The number of families who are heavily indebted, *i.e.*, whose indebtedness extended to the equivalent of six months' pay and over amounted to 122 or 42·6 per cent. of the total.

One important conclusion from these statistics is that an increase in income does not, as one would naturally expect, result in a decrease in indebtedness. Being uneducated and lacking in intelligence, the workman does not appear to be able to spend wisely, nor has he the opportunities to spend economically.

(*ii*) *Reasons for indebtedness.*—The following statement analyses the reasons for the indebtedness of the families concerned :—

Income Classes.	Insufficiency of income.	Marriages.	Funerals.	Sickness.	Unemployment.	Miscellaneous Causes.	Total.
Rs. 15 and under . .	61	24	2	6	5	1	99
Rs. 16 to Rs. 20 . . .	37	20	1	2	2	1	63
Rs. 21 and over . . .	34	20	4	4	2	7	71
All Income Classes . .	132	64	7	12	9	9	233
Percentage of Total . .	56·65	27·47	3·01	5·15	3·86	3·86	100·00

In the majority of cases the reason given for indebtedness is "insufficiency of income." This is due partly to the inability of the workmen to remember why the debt was originally incurred. "Marriages" account for the indebtedness of 64 or 27·5 per cent. of the total number of cases. The expenditure incurred on marriages and funerals is out of all proportion to the income, and the social and religious customs of the people which enjoin such expenditure are, we consider, some of the principal causes for the prevailing indebtedness. We came across a few cases of inherited or family debts, as also one or two cases in which the workman stated that he incurred the original debt to "buy" his job.

(*iii*) *Sources from which loans were raised.*—The following statement analyses the loans according to the sources from which they were raised :—

Income Classes.	From C. C. Society.	From local banks.	From money lenders.	From (1) and (2).	From (1) and (3).	From (2) and (3).	Total.
	1	2	3	4	5	6	
Rs. 15 and under . .	..	..	91	1	5	2	99
Rs. 16 to Rs. 20 . .	3	1	54	..	5	..	63
Rs. 21 and over . . .	7	1	42	4	17	..	71
All Income Classes . .	10	2	187	5	27	2	233
Percentage of Total . .	4·29	·86	80·26	2·14	11·59	·86	100·00

It will be seen that more than 80 per cent. of the loans are obtained from money-lenders whose usual rate of interest ranges from one anna in the rupee or 75 per cent. to two annas in the rupee or 150 per cent. The Co operative Credit Society alone has been used by 10 workmen, and in conjunction with other sources by 32 others, making a total of 42 or 18 per cent. of the total number of loans taken. This would indicate the desirability of facilitating a more extended use of the Society by relaxaton of the existing conditions regarding securities, etc., as far as workmen are concerned.

9.—Analysis of Expenditure.

In paragraph 3 (r) reference was made to the difficulties of ascertaining the true expenditure of the families. Mention was also made that the Committee were able by cross-examination and subsequent test in the office to arrive at a fairly accurate estimate of the total expenditure. This, however, is not true of the various items, *viz.*, food clothing, fuel etc., and we have not endeavoured to analyse the expenditure in detail or to work out the proportion spent on the various items that make up the total of the workman's expenditure. Such an analysis would have provided an interesting survey of the manner in which the workman spends his income on the necessaries and luxuries of life, and would have thrown an instructive sidelight on his standard of comfort. But the Committee consider that the itemised details of the budgets gathered by them are not sufficiently reliable for that purpose. It is idle to expect a workman to say what he spends on, say, clothing, when most educated men will find it difficult to answer such a question with any degree of accuracy. The Committee, however, have been at pains to secure as accurate information as possible on the expenditure on drink and education, as these two items afford information of a valuable nature.

10.—Drink.

(*i*) *Prevalence of drink.*—The following statement shows the number of families who indulge in liquor and the average cost expressed as a percentage of income :—

Income Classes.	Total number of Families.	Number spending on drink.	Percentage total.	Total income of families spending on drink.	Amount spent on drink.	Percentage of income.
				Rs.	Rs	
Rs. 15 and under . .	116	29	25·0	371	33	8·89
Rs. 16 to Rs. 20 . .	73	14	19·2	256	28	10·94
Rs. 21 and over . .	94	11	11·7	363	65	17·91
All Income Classes .	283	54	19·08	990	126	12·73

It will be noticed that the practice is prevalent more among the poorer working men, *i.e.*, those whose income is Rs. 15 and under, than among those whose income is higher. The working man was, as a rue, averse to giving information under this head, and the Committee are of opinion that the practice is much more prevalent than is indicated by the percentages given in the above table.

(*ii*) *Expenditure on drink.*—The average expenditure shows that the higher paid man spends more. The average for all classes is 13 per cent. of gross income which, in itself, is very high. It must, however, be remembered that this is an average of extremes and does not give an indication of the actual expenditure on drink. The Committee came across several cases in which the wage-earner spent 50 to 75 per cent. of his wages on drink, and he and the family had to live on what was left. Women, with very few exceptions, do not drink. The Committee came across a man and wife who spent very nearly 60 per cent. of their income on liquor. The wife was also a wage-earner in this case, and asked, why she spent such a good deal on liquor, she said, she had as much right as the man to spend her wages, and the man confirmed this. Luckily, they had no children to maintain.

11.—Education of Children.

(*i*) The following statement shows the number of families who incurred expenditure on the education of their children, the actual expenditure and the percentage it bears to the total :—

Income Classes.	Total number of families.	Number of families spending on education.	Percentage of families spending on education.	Total expenditure.	Expenditure on education.	Percentage.
				Rs.	Rs.	
Rs. 15 and under . .	116	13	11·21	334	22	6·59
Rs. 16 to Rs. 20 . .	73	15	20·55	384	26	6·77
Rs. 21 and over . .	94	38	40·43	1,212	48	3·96
All Income Classes .	283	66	23·3	1,930	96	4·97

Of the 283 families, 66 or 23·3 per cent. spent on education of children. The average expenditure incurred on education is 5 per cent. of the total. In this case also the average is an average of extremes, some families having two or three children in the higher classes of the school spending almost as much as 30 to 40 per cent. of their income on school fees, books, etc.

(*ii*) *Literacy of Workmen.*—This leads us on to the literacy of the workmen themselves, and the following statement shows that nearly 51 per cent. of the workmen are literate, the percentage of literacy being higher among the higher paid :—

Income Classes.	Total.	Literates.	Illiterates.	Percentage of literates to Total.
Rs. 15 and under . . .	116	45	74	38·8
Rs. 16 to Rs. 20 . .	73	39	34	53·4
Rs. 21 and over . . .	94	60	34	63·8
All Income Classes . .	283	144	139	50·9

The percentage of literacy is comparatively high but literacy simply means the ability to read and write in the vernacular.

12.—Housing Sanitation and Water Supply.

(*i*) *Housing.*—The question of housing has already been dealt with by the Agent in the Memorandum* submitted by him to the Royal Commission on Labour. From this we notice that 24 per cent. of the subordinate staff are housed by the Administration, 10 per cent. of whom occupy quarters free of rent and 14 per cent. pay rent. The nature of accommodation provided in Railway quarters and the provision made for lighting, conservancy, water-supply, etc., have also been dealt with in this Memorandum*. Our comments on

* Volume VIII, Part I, Page 44 of the Written Evidence.

this subject are therefore, confined to the private quarters occupied by the Railway staff. These fall under one or other of the following categories :—

(1) Houses owned by the workman or by his joint family;

(2) Houses rented from private landlords;

(3) Huts erected by workmen on private land for which rent is paid;

(4) Huts erected by workmen on Railway land for which no rent is charged.

A few cases have come to notice where a workman had a Railway quarter allotted to him, but had in addition rented a private house for his family. A large proportion of the workers lives in privately-owned huts with thatched roofs, built on rented land. In towns the workmen live in rooms in buildings owned by private landlords, sometimes near the station at which they are employed, sometimes four or five miles away. The rent paid to private landlords is in some cases reasonable, but exorbitant in congested towns.

(*ii*) *Rent.*—The following statement shows the number of families who pay rent to private landlords and the expenditure on rent expressed as a percentage of their income :—

Income Classes.	Number of families who pay rent.	Total Income.	Amount of Rent Paid.	Percentage of Income.
		Rs	Rs.	
Rs. 15 and under . . .	33	493	71	14·40
Rs. 16 to Rs. 20 . . .	31	533	77	14·45
Rs. 21 and over . . .	49	1,308	144	11·01
All Income Classes . .	113	2,334	292	12·51

This statement does not include the number of families who are living in huts built by themselves in Railway premises, as in such cases no rent is paid. The statement shows that the average expenditure on rent is 12·5 per cent. of the earnings; but this is made up of very exorbitant rates in certain cases and reasonable rates in other cases. The Committee came across a case in Madura where a man whose income was Rs. 14 was paying a rent of Rs. 4-8-0.

(*iii*) *Ventilation and Sanitation.*—The huts referred to in items (2) and (3) of para. 12 (*i*) have no windows, and though designed and built to keep out air, the Committee noticed that the nature of the construction and the materials used were such that the admission of fresh air was unavoidable. Of sanitation, the less said the better. It does not exist.

(*iv*) *Water-supply.*—Water is generally obtained from wells, and whilst it is generally potable, the Committee came across several cases in which the workmen had to go a long way to get fresh water. The water supplied in Railway quarters at certain stations also leaves room for improvement. At Calicut, for instance, the water in the Railway wells was not potable, and the Committee noticed that the staff accommodated in Railway quarters had to get their water from a well in the Assistant Surgeon's quarters.

Standard of Living.

The standard of living varies from Income class to Income class, from district to district and indeed from family to family. This standard, generally speaking, is low and is capable of improvement.

PART II.

I.—BOMBAY.

(1)

Note containing the views of the Government of Bombay on the adoption of an Employer's Liability Act in the Bombay Presidency.

The Employer's Liability Act of 1880 in England was passed in order to give a workman the same rights of action for negligence under the common law against his employer as any person not an employee would have. The effect of the change effected by this statute was stated by Mr. Justice A. L. Smith in his judgment in the case of Weblin *vs.* Ballard, 17 Q. B. D. p. 125 when he said: "A workman when he sues his master under the provisions of the Act for any of the five matters designated in it shall be in the position of one of the public suing him and shall not be in the position of a servant theretofore was when he sued his master: in other words, that the master shall have all the defences he theretofore had against any of the public suing him but shall not have the special defences he theretofore had when sued by his servant." The special defences referred to were those of commen employment and assumed risk. The doctrine of common employment may be enunciated as follows: "If a person occasioning and the person suffering injury are fellow workmen engaged in a common employment and having a common master, such master is not responsible for the consequences of the injury". The doctrine of assumed risk was based upon the maxim *volenti non fit injuria* which was interpreted by the Courts to mean that "no legal wrong is committed in exposing a person to a risk which he voluntarily accepts". The Employer's Liability Act, therefore, was passed in order that a workman should have the same rights as a member of the public in suing his employer where injury had been occasioned (1) by reason of any defect in ways, works, machinery or plant connected with or used in the business of the employer; (2) by reason of the negligence of any person in the service of the employer who has any superintendence entrusted to him; (3) by reason of the negligence of any person in the service of the employer to whose order or direction the workman at the time of the injury was bound to conform; (4) by reason of the act or omission of any person in the service of the employer done or made in obedience to the rule or by-law of the employer. At the same time, the employer had the same defences open to him as he could set up against a member of the public suing him in respect of negligence, such defences including (1) that the act of the servant causing injury was committed wilfully, (2) that the servant when he occasioned the injury was not acting within the scope of his employment, (3) that there was no negligence, (4) that the injured person was a trespasser or (5) himself guilty of negligence.

It is obvious, therefore, that an Act of this kind may involve considerable litigation and it also involves that the cases which come up for discussion by the Courts necessitates the hearing of much evidence especially where the claim is based upon defective plant or machinery or methods of work.

It was not until 17 years after this Act was passed that the first Workmen's Compensation Act (1897) was passed, to be succeeded in 1906 by a much wider and more comprehensive Act. Under the Workmen's Compensation Act it was no longer necessary for a workman to prove negligence against his employer. He was entitled to compensation for any injury which arose out of and in the course of his employment. The *maximum* compensation that could be obtained was lower than that provided for by the Employer's Liability Act but in practice only certain higher paid workmen derived any greater benefit from an action under the Employer's Liability Act as compared with the Workmen's Compensation Act. The result has been that actions under the Employer's Liability Act have now become very few in number, while the revolutionary change in the law effected by the Workmen's Compensation Act of 1897, have in the succeeding 25 years been internationally accepted as a common place feature of industrial law and social insurance. There was, therefore, no necessity to link a Workmen's Compensation Act to an Employer's Liability Act and the fact that, as originally introduced in the Legislative Assembly, the Bill No. 27 of 1922 contained clauses based on the Employer's

Liability Act in England was due to a misreading of the history of that measure and a misapprehension of the existing law in India. It is extremely doubtful whether the reasons that made an Employer's Liability Act necessary in England, namely, the doctrine of common employment, would apply to India and, as was pointed out by Sir Charles Innes in the Legislative Assembly debates, Volume III, Parts 2 and 3 1923, page 1902, it was probably unnecessary for a workman with a cause of action against his employer on other grounds to take this matter into consideration at all. The clauses analogous to the Employer's Liability Act were therefore withdrawn and the Bill passed into law as a purely workmen's compensation measure on the lines of the English Act.

The Indian Workmen's Compensation Act provides a simple and speedy procedure whereby a workman can obtain compensation from his employer. The Government of Bombay think it quite unnecessary to have legislation of the type which is already obsolescent in England in order to make it clear that a very limited class of higher paid workers may possibly have a special cause of action under certain limited circumstances. In the opinion of the Government of Bombay any advance in the direction of social legislation of this kind should be based upon the principles embodied in the Workmen's Compensation Act.

(2)

Demi-official letter from M. R. B. Ewbank, C.I.E., I.C.S., Secretary to the Government of Bombay, General Department, to Mr. S. Lall, I.C.S., Joint Secretary to the Royal Commission on Labour in India, No. 7690-D., dated the 7th February 1930.

The Royal Commission on Labour had asked me to furnish them with the views of the Government of Bombay regarding the establishment of an Industrial Relationships Department on the lines of the Department that has been established in England. In reply I am to say that Bombay Government have carefully considered the suggestion and accept it in principle but will be guided by circumstances with regard to the time when such a Department can be instituted and the precise method by which it would operate. Up to the present their policy, when an industrial dispute was apprehended, has been to hold themselves in readiness to discuss matters with either party, to place any statistics or other information they possess at the disposal of the parties and generally to watch events without participating in them. They now propose to go into the question of intervening more actively at an earlier stage and of making a tentative beginning in the direction suggested by the Royal Commission.

The Commission also desired to know whether Bombay Government would consider the application of the Mediation Rules laid down in the Fawcett Committee's Report to other Industries besides Cotton. In reply to this, I am to say that the question seems to have been somewhat prematurely raised, since the system has not been definitely established even in the Cotton Mill Industry. If employers and employees in other industries are willing to adopt rules on the lines of those that are under consideration in the mill industry, Government would have no objection on principle. I am, however, to observe that progress cannot be expected pending the further organisation of labour in other industries and experience of the operation of the system in the case of the mill industry.

(3)

Life histories of 12 typical immigrant workers to Bombay city collected by the Lady Investigators of the Labour Office in June—July 1929.

(1) Life History of a Municipal Worker, named Krishna Amritya residing at Mongal House, Frere Road, Bombay

He was born at Manjal, a village in the Ratnagiri District. His father was employed in a mill in Bombay. He spent his childhood with his mother at Manjal and used to do some manual work in the fields belonging to his maternal uncle. His father used to send remittances from Bombay every month.

He spent the childhood in the village grazing cattle and collecting cow-dung on waste lands like most other village children. His father died when he reached the age of ten and he was therefore compelled to look out for regular work. He therefore came to Bombay with one of the persons in his village. This person was employed in the Municipality and he tried to secure employment for this boy in the Municipality. After remaining without a job for a month and a half he succeeded in securing a job in the Municipality. At first he was employed as a boy in the Road Department on the establishment for cleaning roads on a wage of Rs. 7 per month. He lived with the person from his village for about a year and a half and then for ten years lived with other single men. After working for four years in the Road Department as a boy he was given road scraping work on the roads for which he got Rs. 11 per month. He worked as road scraper for five years and was then made a *bigari* on Rs. 15 per month. He now began to think of getting married and returned to his native place for that purpose. After his marriage he returned to Bombay with his younger brother and got him employed in the Municipality. By this time he lost his mother. He has now been working in the Municipality for about twenty-five years and at present draws a wage of Rs. 28 per month. His wife also occasionally works in a soda water factory.

He likes city life. He says that in a village landless labourers like him cannot get sufficient to maintain themselves even after working very hard in the fields. Besides this, he says that after living in a city for twenty-five years he finds it difficult to do agricultural work. His health is not affected by city life in any way as he has to work in the open air.

In his opinion, city life creates the habit of drinking. He says that in the village drink can be had only on two occasions which are considered to be important holidays as the villagers do not have much cash with them. Besides this, the shops are situated at long distances from a village. In the city the shops are more numerous and easily accessible and the workers have ready cash in their pockets. He himself spends Rs. 2 per month on drink.

The family is living in a one-room tenement, about 10′×10′ in size for which a monthly rent of Rs. 5 is paid. He is unable to save anything but is able to make both ends meet. Purchases are made on credit and naturally, therefore, he has to pay a higher price for the articles purchased. He owes Rs. 40 to a money-lender for which he pays Rs. 2-8-0 monthly as interest. He says that on account of the high rate of interest it is difficult to pay off the debt incurred. The debt was incurred for additional expenses such as travelling from native place, wife's delivery, etc.

(2) Life History of Dattaram Kashiram.

He was born in Bidwadi in the Ratnagiri District. His ancestors belong to the agricultural class. Owing to the failure of crops and increase in the number of persons to be supported, his grand-father sent his father to Bombay to earn a livelihood. Kashiram, Dattaram's father, decided to work in a mill. He served in the Weaving Department for thirty years. He retired ten years ago and has taken to farming at his native place. Dattaram's grand-father sent him to school at Bidwadi where he completed his 4th vernacular standard. After that, for further education he was sent to Kankavli, another village in the Ratnagiri District. Here he completed his 5th vernacular standard. His father had to spend Rs. 10 per month for his education. In order to be able to pay for the education of the boy, his father was required to live alone in Bombay and send all his savings to his village.

When Dattaram's grand-father became very old and unable to manage the landed property, Dattaram, at the age of 16, was brought to Bombay by his father who secured work for him as a warping boy in the Spinning Department of the Mathradas Mill with the assistance of a neighbour, a clerk, on a salary of Rs. 15-8-0 per month. After the boy had been in Bombay for six months, his father left for his native town to look after the landed property and also because of his bad eye-sight and general ill-health.

Dattaram worked in the Mathradas Mill for six months. He could not work to the satisfaction of his superiors and was therefore transferred to the Weft Department in the same mill and was asked to work as a warping boy and a cooly in the Weft Department. He worked here for one week and then left. He had to remain idle for four days. Then he took up a job of a sepoy in the Health Department of the Bombay Municipality on a wage of Rs. 13-8-0 per month. Finding his wage inadequate, he went to work in the Framji

Petit Mill as a warping boy on a wage of Rs. 17-8-0 per month. He worked there for six months. One day, the Assistant Spinning Master abused him and gave him a slap and he therefore left the work. He then took up a job as a sepoy on a salary of Rs. 12 per month in the Central Office at Ballard Pier. He secured this job through a friend. He worked here for ten months. Just at this time the influenza epidemic broke out and so Dattaram left his work without asking for leave and proceeded to his native place. When he returned after one month he found that he had lost his job. After this he was without a job for fifteen days. He then got sepoy's work for fifteen days as substitute in Turner, Hoare and Company on a wage of Rs. 22 per month. He was again without work for fifteen days. He was then taken to an electrical contractor by a friend where he was engaged as a cooly on annas 14 per day. He worked here for four months and then gave it up because he did not like it. He had no work after that for ten days. Afterwards he was able to secure work as a sepoy in the Bombay Improvement Trust on a wage of Rs. 22 per month. After working here for one year he fell ill and asked for privilege leave. He says that though he was entitled to the leave it was not granted. He was suffering from malaria and he tried some patent medicines to check it but without success. He therefore left the job and went to his native place for two months. He did not take any treatment for malaria at his native place. When he returned, he had to remain idle for fifteen days. A friend of his then secured work for him as a chargeman in the P. and O. Company on Rs. 40 per month. He says that he had to give a bribe of Rs. 15 to the mistry for securing the work. He worked here for six months. He again suffered from malaria and took native medicine which proved ineffective. He therefore again went to his native place for 2½ months. When he returned he had to wait for four days to get work and then got a job of an erection fitter in one of the mills for ten months on Rs. 38 per month. When the erection was over he was idle for two days only and secured work as a substitute for eight months on Rs. 34 per month in the Post Office. After this he secured work in another mill. Here he worked as a reeling overseer and thread counter on Rs. 30 per month. He is at present working in a local mill in the capacity of a reeling overseer and thread counter and bundling jobber on Rs. 76-8-0 per month for the last three years.

During the seven years he has been to his native place only three times, once for fifteen days to see his relatives, once for fifteen days to attend his marriage and again for ten days to see his relatives.

He got married three years ago. An expenditure of Rs. 600 was incurred on the marriage. Out of this Rs. 100 had to be given to his wife's parents.

He lives in one of the Development Chawls at Naigaum. He lives alone and his wife and son are at his native place. For the last three years he sends Rs. 100 to his father every year. When he was staying alone in Bombay he was sending home all his savings. When he was single he used to take his food in a hotel and pay Rs. 10 or Rs. 12 for food and annas 8 or Re. 1 as rent. He now requires about Rs. 57 per month for his family's expenditure.

He says that he has no liking for out-door or in-door games. He likes agricultural work which he intends to take up when he retires. He is free from any vice, although he likes to smoke. When he first came to Bombay he continued his studies for a year and a half in two night schools and learnt up to the English 2nd standard. He is a man of religious disposition. He has no debts.

(3) Life History of Pandurang Gunaji, an immigrant textile worker in Bombay.

He was born at Kudadi in the Ratnagiri District. He lost his father when he was young. Owing to irregular monsoons and the growing needs of the family his uncle sent his eldest brother to Bombay who secured a job in the Weaving Department of a local mill. Seeing that his eldest brother was getting a good income, Pandurang came down to Bombay when he was 25 years old. He was doing agricultural work till then. He started work as an apprentice for two months without pay in the Weaving Department of a local mill. Afterwards he was given Rs. 20 to Rs. 25 per month in the same mill. He continued like this for one year. He left the mill on account of the low pay and had to go without work for fifteen days. He went to his native place and got married. He spent Rs. 600 on his marriage. After the marriage he came alone to Bombay. After a month he got work in a mill where he worked for one year on Rs. 25 per month as a weaver. During this period damaged cloth was being constantly returned to him and his wages cut. Sometimes the

whole pay was deducted by the mill authorities by way of fine for damaged cloth. He got tired of this and so he left the mill and secured a job in another mill after one week. He worked there for six months on Rs. 25 per month and left it as it was at a long distance from his residence. He was without work for one week. After that with the help of a friend he secured employment in another mill on Rs. 20 to Rs. 25 per month where he worked for one year. He fell ill and went to his native place without asking for leave. He stayed there for two months. When he returned he was without work for fifteen days and then secured work in another mill on Rs. 20 to Rs. 22 per month. Here again he had to pay heavy fines for damaged cloth. He therefore left the mill after six months. He was then without work for one month and again got employed in another mill on Rs. 20 to Rs. 22 per month. He got tired of the work and went to his native place for one month for a change. After returning he was without work for one month. He then got work in another mill on Rs. 30 to Rs. 35 per month in the Weaving Department where he worked for two years. Then he became a jobber in the same mill and has been working in that capacity for the last ten years and his pay varies from Rs. 80 to Rs. 110 per month. During this period he had been to his native place only twice.

He stays in a one-room tenement in a chawl for which he pays Rs. 6-2-0 as rent. He has seven children, four sons and three daughters. He sent his wife to his native place for five deliveries and two were done at home in Bombay. He sends three of his children to the Municipal School. He requires more than Rs. 60 per month to maintain his establishment in Bombay. He lost his mother five years ago. But so long as she was alive he was sending her Rs. 50 per year, at present he sends only Rs. 25 per year to his sister for paying land taxes. He has a debt of Rs. 500.

(4) Life History of Narayen, an immigrant textile labourer in Bombay.

He is a weaver in one of the local mills. He came to Bombay in the year 1918 when he was about twenty years old. His father was a farmer in Malwan, a port town in the Ratnagiri District. In the year 1916, when Narayen was only eighteen years old his father died. The whole responsibility of maintaining the family therefore fell on Narayen and he was required to incur a debt of Rs. 800. During the year in which his father died the crops also failed and his house collapsed. Owing to irregularity of monsoons in the next two years he was unable to obtain a good income from his fields and in order to repay his debts he was required to come to Bombay and seek work. He therefore came to Bombay and with the help of his friends obtained employment in one of the local mills. His starting wage was Rs. 22 per month. But in a year he became a good weaver and since then he is getting Rs. 45 to Rs. 50 per month. He takes his food in a boarding house.

Every year he works for eight months in Bombay and stays in his native place for four months in the year during the monsoon in order to cultivate his fields. During the last ten years he has managed to repay his debt. He had no desire to live in Bombay after this. But owing to the irregular monsoons he was required to incur fresh debt and had therefore to return to Bombay. This year owing to the long and continued mill strikes he could neither send any money to his creditors nor could he go and stay with his family during the monsoon. He is very regular in his habits. He is not addicted to drinking and is very strong and healthy.

(5) Life History of Vishnoo Vithu.

He was born in a village in the Ratnagiri District. He comes from the peasant class. He came to Bombay with his neighbour against his father's wishes when he was only 8 or 9 years old. He stayed with his sister and tried to get work in two or three mills. He then fell ill and returned to his native place where he stayed for two years. During his stay at his native place his father arranged for his marriage. He came again to Bombay after his marriage and secured a job in one of the local mills on Rs. 5 per month. He was then only sixteen years of age. He worked in this mill for two years after which he joined another mill on a wage of Rs. 6 per month. Here he worked for three years. During this period he went to his native place twice to see his relatives and stayed there each time for two months. Thereafter he joined another mill as he found his former employer very exacting. In this new mill he got a wage of Rs. 7 per month for one year and Rs. 9 for one and a half year. During this period he did not go to his native place. His

wife and mother now came down to Bombay. He then joined the Bombay Improvement Trust on Rs. 10 per month. He worked there for ten months and was dismissed because he refused to carry two empty wooden boxes on a fasting day. He was then without work for six months as his mother was looking after a hotel which they had started. After the six months he secured a job of a *ramoshi* in the Bombay Improvement Trust on Rs. 10 per month. He worked there for eleven months and then left the job because of the long hours of work, general strictness in the office and long distance from the place where he stayed. He then went to his native place for two years and did agricultural work. He again returned to Bombay and after one month got a job in the Mule Department of a local mill and worked there for four years on Rs. 15 to Rs. 16 per month. He left this job also because he considered the wage very low and went to his native place where he stayed for one year. He again came to Bombay and got employed in a local mill on Rs. 15 per month. He worked in this mill for one year and left it as it was far away from the place where he stayed. Then he got a job in another mill on Rs. 40 per month after being without work for a fortnight. He worked here for three years. He was dismissed because he stayed at home for twelve days without leave as his daughter was seriously ill. Thereafter he was working as a substitute for three years and having got tired of this went to his native place where he stayed for three years. He again returned to Bombay and got employed in a local mill on Rs. 35 per month. He worked here for one year and was dismissed because he says the jobber wanted to engage one of his relatives in his place. He then fell ill and suffered from dysentery for ten months. As medicines had no effect he left Bombay for his native place where he stayed for three years. He again returned and took up employment in a local mill on Rs. 42 per month and worked there for eight months. He had to leave the mill as he was dismissed by the Jobber. Since then he had been working as a substitute in many mills. He was then able to secure work for one year in another mill on Rs. 40 per month. He then went to his native place for a year and on return to Bombay secured work for two months on Rs. 30 per month in a local mill. He had served all along in the Mule Departments of mills and as this Department is now being discontinued he finds it difficult to find work and is therefore working as a substitute.

For the last fifteen years he is staying alone in Bombay as he has lost his wife. He takes his food in a hotel and pays Rs. 12 to Rs. 13 per month for it. He sleeps in a verandah in front of a room in the chawl where he takes his food.

The man is very old and has grown very weak owing to the consumption of liquor. He spends at least Rs. 5 per month on it. At present he goes to the relief centre to receive doles on account of the strike. He has a debt of Rs. 40. He does not know reading or writing.

(6) Life History of a Textile Worker in Bombay.

Govind Sanoo, a drawing frame worker in the Tapidas Mill stays in the Improvement Trust chawls at Parel. His family consists of himself, his wife and two daughters and they all work in cotton mills. Owing to the present mill strike, the man maintains his family by hawking vegetables.

The man's father was an inhabitant of Malwan, a small town in the Ratnagiri District. He was an agriculturist and maintained himself on a piece of land which he owned. It so happened that he had a relative in Bombay who was working as a jobber in a cotton spinning mill in Bombay. This man had to visit Malwan in 1891 when Govind Sanoo was only 11 years old. When returning to Bombay he brought Govind Sanoo with him just to show him the City. The city life of Bombay attracted the young boy and he took up employment in a local mill as a half-timer in the Doffing Department. The father of the boy did not like him to be employed in a cotton mill and asked his relatives to send him back at once. The boy, however, persisted in working in the mill. He was getting Rs. 10 per month out of which he used to spend Rs. 5 for his boarding and lodging and keep the rest with his father's relative who had brought him to Bombay. In order to restore good relations between the boy and his father this relative began sending sweets and sums of money to the boy's father in the name of his son. This placated the father and he allowed the boy to continue working in the mills. At the age of twenty the boy was called back to his native village for his marriage. Soon after the marriage the boy's father died. When returning to Bombay for

work, he handed over the property and his house to his uncle's son on condition that he should send him a part of the income of the property. In 1899, he took up employment in another mill. Here he was for about 25 years continuously. But the department in which he was working was unfortunately closed and for the last five years he has been forced to work in the Tapidas Mill as a drawing frame worker. For the first three years he got permanent work. But for the last two years he is compelled to work only as a *badli* at a wage of Re. 1-8-0 per day. His wife and daughter also work in the Winding Department of a mill and earn Rs. 15 each per month.

The man is at present about fifty years old and is quite strong and healthy. He does not drink. He had to incur a small debt at the time of his daughter's marriage. But he thinks that he would be able to pay it off within a short time when he is able to secure regular work in a mill.

(7) Life History of Anaji, Shinde, an immigrant Textile labourer in Bombay.

He was born at Khadki in Kolaba District. His farther was a farmer and owing to bad seasons the income from the land was not sufficient for the maintenance of the family, and it was decided that Anaji should go to Bombay to earn a livelihood. He left his native place when he was seventeen years old.

He came to Bombay and stayed with his sister whose husband was a mill-hand. After searching for work for twelve days his brother-in-law's friend secured him a job as a doffer boy in one of the local mills where he worked for three months on a monthly wage of Rs. 6. He left this mill and joined another and worked there as a sider in the Throstle Department for three years on Rs. 10 per month. During this period he went to his native place only for fifteen days. Being dissatisfied with his salary he jointed another mill on Rs. 21 and worked there for seven years as an oilman in the Throstle Department. During this period he went to his native place twice, once for one month and another time for fifteen days to see his relatives. His work in the mill was very satisfactory. The authorities of the mill seeing his ability transferred him to another mill as a doffer jobber on a wage of Rs. 21 per month. He accepted the new work and worked in that mill for nine months. Here also he pleased his superiors who gave him a better paid job in another mill. He is working in this mill for the last three years as a jobber in the Throstle Department. His starting pay here was Rs. 50 and he is now getting Rs. 65 per month. During the last three years he went to his native place four times, once for one month, another time for 22 days, another time for three months, and the last time for ten days.

He was married when he was 22 years old. He spent Rs. 500 to celebrate his wedding. He brought his wife to Bombay and took one room in a chawl near Curry Road bridge. His wife stayed with him only for one month and then left him and went back to her parents. He again got married five years ago. He spent Rs. 100 on his second marriage and has got two children. Since his second marriage the joint property in the village was divided among the four brothers. He has given his share of the land to another person for purposes of cultivation and gets in return four or five maunds of rice per year. He has to pay a land revenue of Rs. 5 every year. He pays a rent of Rs. 5 per month for his room and has kept one boarder whom he charges Rs. 11 per month. He spends annas 3 per day on *bidi* and *pansupari* and about annas 8 to annas 10 on liquor. He got into the habit of drinking since coming to Bombay. He has incurred a debt of Rs. 200 at the rate of 75 per cent. interest for his ordinary wants. The mill where he works is likely to go into liquidation. He is not at present attending work owing to the strike. He had to pawn his jewellery for Rs. 200 and was unable to get it back as he was unable to pay the amount to the money-lender.

(8) Life History of Dagdoo Hari, an immigrant textile labourer in Bombay.

His father was a farmer cultivating lands at his native place, Akola. When Dagdoo was three years old his father died. His mother then went to live with her brother who was also a farmer at Akola. Up to the age of 16, Dagdoo learnt to read and write and also to cultivate the fields. In the year 1918 his mother died when Dagdoo was eighteen years old. His uncle was unable to support the family owing to bad harvests and sent Dagdoo and one of his sons to Bombay to be employed in the mills. Dagdoo's sister's husband who was a Mukadam in the Bombay Oil Company got these two boys employed in one of the local mills and kept them in a boarding house close to the mill in which

they were working. Dagdoo received a wage of Rs. 15 per month at the start. After two years his brother-in-law died when his sister, who had no relative in Bombay, requested him to stay with her. The mill in which he was working being far away from his sister's house, Dagdoo left it and got employment in another mill in the Mule Department. He has been working in this mill for the last nine years. His wage per month is now Rs. 40. He spends Rs. 15 out of this for his boarding and lodging charges. He likes to visit the cinema and the theatre and spends about Rs. 5 on these two items per month. He goes to his native place once a year for a few days for a change. Although he has not contracted any vices he occasionally likes to take toddy. He has not incurred any debts up to the present. From whatever he saves each month, he remits a part to his maternal uncle at his native place and keeps the remainder for his marriage.

(9) Life History of Sonoo Pandu, an immigrant textile labourer in Bombay.

His father had a small holding of his own and being a Chamar (Cobbler) by caste he also made sandals to earn his livelihood. He was living in a joint family and his pecuniary circumstances were not bad. But in course of time Sonoo's father became a drunkard and was involved in heavy debts with the result that he lost his share in the holding. Sonoo's mother therefore left the village with her children and came to Bombay to earn a livelihood. She came to Bombay with her sister who was working in a mill. She got employment through her brother-in-law in a firewood shop where he was working. She used to earn from annas 2½ to annas 3 daily. Some time later Sonoo's mother got employment through her sister in one of the mills. After spending three years in playing and occasionally attending school, Sonoo got himself employed at the age of ten in one of the mills as a doffer boy on Rs. 3-8-0 per month. After working there for five years as a half-timer, he was admitted as a full time worker and began to earn Rs. 7 per month in the same Department. He worked there for six years but was not satisfied with the wages and left the mill. He was without employment for about a week and then through one of his neighbours got work in the Powerhouse of the Tramway Company as an oilman on Rs. 15 per month. After working there for six years he got tired of the work and left the Tramway Company for mill work again. He got employed in a local mill where he has been working for the last twelve years. His starting salary in this mill was Rs. 12 per month. After two years he got an increment of Rs. 3 and began to work as a sider. He is still working as a sider on a monthly wage of Rs. 26.

He got married at the age of 16. His wife also joined a mill and earned Rs. 10 in the Reeling Department for about eight years. Then she joined another mill where she is working still. She earns from Rs. 16 to Rs. 20 per month. She had ten children of whom four are living. She stops working for two months after each confinement. In addition to mill work she has to do all the household work. When she goes out for work in the mill her eldest son looks afer the children. The eldest son also works as a shoe-black and earns from annas 3 to annas 4 daily.

The family was not in debt until very recently when the mills were closed for about six months on account of the strike. At that time Sonoo had to borrow some money from a money-lender to whom he still pays interest. He has no near relatives at his native place. He therefore does not go there often. He goes there once a year for the Shimga festival and stays for a fortnight. He has no liking for agricultural work as he has never done it. He says that his health has not been affected by mill work but he does not look very healthy or physically well developed.

(10) Life History of Bhaga Ganga, an immigrant textile worker in Bombay.

He was born at Pangari in the Kolaba District. His father had a small piece of land of his own. The income from the land was supplemented by making bamboo mats. When he was three years old, he lost his father. The land was also taken by the money-lender who, it is alleged, had taken it in an auction from the authorities. His mother had therefore to labour in other people's fields to earn a livelihood. In his early age he grazed cattle and collected cow-dung on waste land. At the age of nine his mother got him married. His wife was

then five years old. His mother arranged to send him to Bombay with a relative. He was without employment for about a fortnight and then got employed through the relative in one of the local mills as a half-timer in the Roving department on Rs. 3-8-0 per month. He stayed with this relative as a boarder for nine years.

He worked for four years as a half-timer and then was admitted as a full time worker in the Roving Department as an intertenter on Rs. 9 to Rs. 10 per month. Being a piece worker he could not obtain fixed wages but used to get Rs. 15 to Rs. 18 per month after he had learnt the work. Five years after his admission as a full time worker he brought his wife to Bombay and lived separately from his relative. His wife also joined the mill where he was working and worked in the Winding Department on Rs. 10 to Rs. 12 per month. After both had lived in Bombay for about ten years he thought of leaving Bombay for his village to do agricultural work. He returned there and purchased a small piece of land and also rented other farms. He lived in his village for about ten years labouring hard in the fields and two years ago returned alone to Bombay for mill work again leaving his family consisting of his mother, his wife and two children in the villages. He got employment in a mill as an intertenter on Rs. 30 per month. The reason why he returned to Bombay was that he could not maintain his family for the whole year on the income of the land. Every year he returns to his village for one or two months. In his village he had very few opportunities of drinking liquor, but in Bombay he drinks at least three or four times in the month.

(11) Life History of a Male Worker.

He came to Bombay from his native place in the Konkan at the age of 18 with his uncle and entered a mill. He was staying with his uncle. After two years he got married. For six more years, however, he continued to stay alone with his uncle leaving his wife with his parents and brother at his native place to whom he had to remit Rs. 8 per month. He used to earn Rs. 15 per month and had thus only Rs. 7 per month left for his expenses. Six years after he had married he brought his wife to Bombay and began to live separately from his uncle. He had to support his family and also to remit something to his dependants at his native place. His wife had, therefore, to enter a mill to make both ends meet. She used to get Rs. 8 to Rs. 9 per month. After she had children she had to give up work in the mill. The family then discontinued remittances to their dependants at the native place in order to be able to defray their monthly expenses. The man is at present 48 years of age and has two sons. His family consists of himself, his wife, two sons and a daughter-in-law. The economic condition of the family is fairly satisfactory. His eldest son and daughter-in-law who work in mills get Rs. 40 and 15 respectively.

He got his son married last year. He had to spend Rs. 300 for the marriage expenses including ornaments which he gave to his daughter-in-law and a sum of money which he had to pay to the parents of the girl according to the custom prevailing in his community. His youngest son who is 17 years of age has been sent to school and is studying in the English III standard. The man himself is illiterate. He has served in various mills. He goes with his family to his native place once a year.

(12) Life History of a Female Worker.

The woman worker came to Bombay from her native place in Konkan thirty years ago with her brothers and entered a mill at the age of ten. She was working as a half-timer and drawing Rs. 4-8-0 per month. After spending two years in a mill she returned to her native place for her marriage after which she did not come to Bombay for a period of two years. Then she returned with her husband to Bombay and entered the mill again. She had to work in the mill and also perform her household duties. She was greatly worried as her husband took to drinking.

At present she is about forty years of age. She has served in various mills. She has to support a family of six persons including herself, her husband, two daughters and two sons. She had eight children of whom four only are living. Her eldest daughter is married. She took Rs. 140 from her son-in-law as dowry

for her daughter. This sum she spent for the marriage expenses. Her son who is 15 years of age has been engaged as a peon since he was nine years old and is earning Rs. 15 per month. If she is able to work during all the working days during the month she can earn about Rs. 25. Her husband is also employed in a mill at present but is not a regular worker, and whatever he earns he spends on drinking.

She has no near relatives or any land at her native place and is not therefore required to return to her native place very frequently. She lives very economically and in spite of her adverse circumstances has not failed to make some gold ornaments for herself.

II—PUNJAB AND DELHI.

(4)

Medical Report by Lieutenant-Colonel C. A. Gill, I.M.S., D.P.H., D.T.M.&H., (Chief Malaria Medical Officer, Punjab, Lahore), on the health of the miners Mayo Salt Mine, Khewra, with special reference to hook-worm disease.

I.—Introduction.

Sir Thomas Holland, K.C.S.I., late Member of Council for Commerce and Industry during a visit to the Salt Mine at Khewra, last year (1921) raised the question of the prevalence of hook-worm disease (anchylostomiasis) amongst the miners. In March 1921 the Consulting Mining Engineer to the Northern India Salt Revenue addressed the Commissioner, Northern India Salt Revenue Department, on the subject. The latter officer invoked the assistance of the Sanitary Commissioner, Punjab (now Director of Public Health, Punjab), with a view to determining the precise degree of prevalence of the disease and the nature of the remedial measures (if any) that might be necessary to deal with it.

Under the orders of the Sanitary Commissioner some specimens of excreta were despatched during the summer of 1921 from Khewra for examination and report by the Bacteriologist to the Punjab Government at Lahore. This preliminary examination gave a negative result but it was thought expedient to complete the enquiry by means of an extended investigation conducted on the spot.

This report comprises the result of this enquiry, which whilst confirming, as will be shown subsequently, the complete absence of hook-worm disease at Khewra brought to light certain other matters connected with the health of the miners, whose precise nature forms the subject matter of this report.

The local enquiry, which was conducted at Khewra from March 3rd to 8th, 1922 inclusive, comprised an examination of the stools of about 100 miners, a local investigation in regard to malaria, a sanitary inspection of the Mayo mine, and the village of Khewra and a general medical examination of the miners and their children.

For this purpose the whole staff of the Bureau proceeded to Khewra where a laboratory was opened at the Civil Hospital.

* * * * * *

II.—General Consideration.

Before commencing the examination of excreta with a view to determining the presence of anchylostomiasis a preliminary medical inspection of the miners and their children was made. This inspection at once gave rise to the conclusion that a considerable degree of anaemia—in some cases marked—prevailed amongst the miners. * * * * * In addition to anaemia another noticeable feature was the relatively poor physique exhibited by a large proportion of the adult miners—the headmen formed a marked exception—which refers not only to lack of physical development, but also their small average stature.

This was the more striking since it would be anticipated, in view of the strenuous nature of their duties, that the miners should exhibit good muscular development as compared with other inhabitants of the Salt Range. But this is not so.

In these circumstances, apart from the presence of any disease, it is necessary to consider briefly the economic and other conditions affecting the miners.

There are roughly some 2,000 miners engaged in the salt industry at Khewra of whom about one half work underground comprising about 500 men, 400 women and 100 boys. The remainder are engaged in various duties in the open together with, for the past three year, about 160 prisoners. The latter it may be mentioned, are located in a camp Jail along side Khewra station and are employed on loading duties only. They are thus on an entirely different footing to the miners. They are moreover men who have been specially selected on account of good physique, and they are in receipt of a liberal diet (with extras) including fresh vegetables supplied from the jail at Mianwali. These

prisoners who exhibited no anaemia and appeared to be in robust health, thus to some extent form a "control" to the miners and they were utilised for this purpose.

The miners are organised in a peculiar or at any rate an unusual manner. In the first place the great majority follow a hereditary occupation and belong to the village of Khewra which is located in close proximity to the mouth of the Mayo Mine.

In addition to the Khewra Section, there are three other sections—Khoora, Jutana and Makrach whose inhabitants live in circumjacent but separate parts of the original village of Khewra. Each section has its own headman and it is organised as an independent unit. The men of Khoora, Jutana and Makrach hail from other villages in the Salt Range where salt was at one time mined before work was concentrated, under the present regime at Khewra. In the second place the miners, who are paid once a month, work on the piece system, each group working its allotted area in its own time in a manner somewhat similar to that in which the zamindar tills his own fields. The actual work of mining salt, which requires considerable physical exertion, is confined to the men, the women and children being mainly employed as "carriers" and in bringing food and water into the mine.

The wages earned by the miners are thus in a large measure dependent upon their own exertions. It is stated that, after making deductions for gangers dues, for oil, for the use of tools, and for gun-powder for blasting purposes the average earnings of a miner is about 8 annas per diem.

Work proceeds mainly during the day, but the miners take a holiday for 2 months during July and August when they proceed to their "hill station" on an adjacent spur of the Salt Range. The miner were, however, loud in their complaints in regard to the inadequate nature of their pay and many stated that they did not earn sufficient to maintain themselves and their families as present prices. (The price of *atta* at Khewra was 3 seers 8 chittacks per rupee in March 1922.)

It is not possible or expedient to express any opinion on this point concerning which many contradictory statements were made, but it is clear that other reasons exist which render it possible that the miners are not in a position to obtain a diet either commensurate to their means or suitable to their needs.

There is only an extremely meagre *bazaar* at Khewra where little but the bare necessaries of life are obtainable. There was a complete absence of fresh vegetable in this *bazaar* and it was stated that the latter were not grown at Khewra and could only be obtained if specially imported from the neighbouring town of Pind Dadan Khan—some 3 miles distant.

It has been mentioned that special arrangements exist for providing prisoners with vegetables and since in their case it has been found necessary to rail them from Mianwali it would appear that the quantity available in Pind Dadan Khan is limited. Another circumstance pointing to the paucity of the diet of the miners was the condition of the stools, in which as compared with the prisoners, their small bulk and the paucity of fat was noticeable.

It must also be mentioned that many of the miners were stated to be in debt of *shroffs*, whilst the practice of maintaining a running account with *bunniahs* is not calculated to prove a beneficial arrangement from the point of view of the miners.

It would thus appear that, apart from the question of the adequacy or otherwise of their pay, the miners are at present, owing to the absence of the co-operative spirit and of foresight may not be in a position to obtain the full benefit of their actual earnings.

III.—Abstract of Medical Examinations.

(*a*) *Hook-worm disease.*

The result of the examination of the stools of 84 miners and 10 prisoners (control) for the ova of all species of intestinal worms is given in Table I. Four films were made from each specimen and the result of the examination carried out by each of four microscopists was mutually checked.

TABLE I.

The Ova of Intestinal worms, Mayo Salt Mine, Khewra.

Class.	No.	Hook-worm.		Ascaris lumbricoide.		Ascaris species.		Oxyuris vermicularis.	
		Total.	Per cent.	Total.	Per cent.	Total.	Per cent.	Total.	Per cent.
Miners (Adult) .	54	0	0·0	6	11·1	45	95·7	1	1·9
Miners (Children)	30	0	0·0	0	0·0	29	96·6	0	0·0
Prisoners . .	10	0	0·0	0	0·0	10	0·0	0	0·0
Total .	94	0	0·0	6	6·4	84	96·1	1	1·0

It will thus be seen that the ova of the hook-worm was not present in any of 94 individuals examined. This part of the investigation was therefore concluded, for it can be safely inferred that this disease is not present at Khewra. It was, however, found that whilst the ordinary round worm (*Ascaris lumbricoides*) was only rarely present (6·4 per cent.) another ascarid worm of a species not at present identified was almost universally present, the number of ova in some cases being very great. Further investigation in regard to the worm and its significance, if any, from the point of view of health is necessary and will be carried out. It need only be said here that it has since been found to prevail amongst the children living in the menial quarters of the King Edward Medical College and Mayo Hospital, Lahore.

The available evidence at present suggests that this worm may be the cause of certain blood changes found in the children of salt miners, for eosinophilia was extremely common and in many cases very marked as is shown in Table II.

TABLE II.

Eosinophilia in children of miners, Mayo Salt Mine, Khewra.

No. of children.	Percentage of Eosinophilia.					
	Normal (under 3 per cent).	4—6 per cent.	7—10 per cent.	11—15 per cent.	15—20 per cent.	Over 20 per cent.
100	10	32	47	6	5	0

Whether or no this marked departure from normal of the blood picture was due to the prevalence of an intestinal helminth cannot at present be stated, but it is clear that if it is casually related to any species of worm it can only be to the ascarid worm which was almost universally present in the miners. In addition to the above the oncosphere of a tape worm was seen in four specimens.

In other respects the faeces were remarkably free from oya, no ova, for example, of the whip worm (Trichiuris trichura) being seen.

(*b*) *Malaria.*

Exceptional rains during August 1921 in Jhelum and Shahpur districts were associated with an epidemic of malaria and it was therefore possible that an unusual prevalence of anaemia might be the result of this disease.

The miners and their children were therefore examined for splenic enlargement whilst the latter were, in addition, examined for the presence of malaria parasites in their blood. The result of these examination is shown in Table III and IV.

TABLE III.

Spleen rate of Miners, Mayo Salt Mine, Khewra.

Class.	Number Spleen.	Spleen rate per cent.
122 Children	8	6·5
248 Adults	6	2·4
Total .	14	3·7

TABLE IV.

Blood Examination of 122 Children of Miners.

No.	Positive films.	Benign tertian.	Malignant tertian.	Mixed infection.	Endemic Index.
122	5	2	2	1	4·1%

The infections were in all cases low the total number of parasites counted in 200 fields of the five infected films being 19.

It would thus appear that malaria was not abnormally prevailing amongst children at Khewra, in spite of the heavy monsoon rainfall in August 1921 which did considerable damage at Khewra.

Previous investigation has shown that anopheline mosquitoes are rarely found at Khewra and none could be discovered on the present occasion. This circumstance is attributed to the paucity of suitable breeding places in and around Khewra, for apart from certain ponds and tanks, which have not up to date been found to constitute breeding places, the main permanent water collection comprises the stream which flows from the Khewra *nulah*. This stream which is almost a saturated solution of brine, is unsuitable, except when repeatedly flushed by rain water, for any malaria carrying mosquitoes met with in the Punjab.

(*c*) *Goitre.*

Seven or 5·7 per cent. of 122 children exhibited a mild degree of enlargement of the thyroid gland, whilst a somewhat larger proportion of adults showed a definite enlargement of this gland. In a few cases a marked degree of goitre was noted.

(*d*) *Other Diseases.*

A scrutiny of the hospital statistics did not disclose the prevalence of any other disease. There is no abnormal prevalence of ophthalmia or pneumonia. A number of cases of early cataract in comparatively young adults were seen. There is thus no adequate or satisfactory explanation for the prevalence of anaemia and of poor physique to which attention has been drawn. A parade of the miners by villages appeared to suggest that the inhabitants of Khewra, Khoora, Jutana and Makrach did not all exhibit the above characters in an equal degree.

It in fact appeared that the miners belonging to the first named village—who have been employed on an underground work for more generations than the others—were smaller in stature and less well developed than the men belonging to the other sections. No appreciable distinction in these respects could, however, be detected between these employed inside the mine as compared with workers in the open.

IV.—Sanitary Inspection.

(a) *Khewra Village.*

The four villages constituting modern Khewra are picturesquely located one above the other in close proximity to the mine and alongside the *nullah* about one mile from where it debouches into the plain. The villages, together with the Civil Hospital and some of the workshops are all in close proximity to one another owing to the available space being extremely limited.

There is in this area a complete absence of arrangements for the disposal of human excreta and refuse and the *nullah* forms the main latrine of the villages.

There are no public latrines, with the exception of the latrine at the Civil Hospital, which, however, is rarely used and this perhaps is a fortunate circumstance, since it is located alongside a stand post for drinking water and discharges by means of an open shallow drain, which after passing within a few feet of the stand post, runs along the whole length of the hospital.

As regards drinking water Khewra is fortunate in possessing a piped water supply the source of which is some 3 miles up the Khewra *nullah*. Arrangements are being made to increase the supply and by means of a storage to provide against the not uncommon contingency of an interruption in supply due to a fracture of the main as the result of soil subsidence.

Otherwise water is scarce at Khewra and it is perhaps a fortunate circumstance that the salinity of the stream in the bed of *nullah*—the main latrine—unusually renders it unsuitable for drinking or household purposes.

(b) *The Mine.*

In parts of the mine the ventilation appears to be satisfactory and in some places excellent, but in the shafts and chambers where mining is proceeding the atmosphere is necessarily stuffy and even opressive. In the cold weather it is stated that the atmospheric conditions in the mine are never really unpleasant. In fact during the early part of the hot weather the decreased heat and increased humidity prevailing underground renders the atmosphere cooler and more than that prevailing outside. During the rains, however, when the air becomes extremely moist as well as hot, work is scarcely possible and it is largely on this account that work is suspended during the months of July and August.

No records in regard to temperature and humidity are, however, available.

There is an absence of sanitary arrangements in the mine and the air, specially in deserted parts of the mine (used as ventilating shafts) is in places contaminated by human excreta. The atmosphere of the mine is also rendered impure by the excreta of mules as well as by the innumerable naked lights of the miners.

V.—Recommendations.

Putting aside the possible significance to be attached to the prevalence of a species of round worm amongst the miners as a matter requiring further investigation, it is concluded that the miners at Khewra are not afflicted with disease to any marked or unusual degree.

It is nevertheless considered that their economic condition is not entirely satisfactory and that it would be possible, without an undue expense or interference with the *status quo* to improve their general health and incidentally to increase the output of salt and possibly the revenue derived therefrom. In view of the fact that the Salt Department is one of the revenue producing departments of the Government of India it would seem that the health of the miners has a special claim on the consideration of Government. This is perhaps more especially the case since the miners, though free men and not Government servants in the usual sense of the word, follow an hereditary calling which renders them unwilling to leave their present employment and possibly unfit to take up other vocations.

This work is arduous and though not carried out under bad conditions, long hours in darkness and in a necessarily polluted atmosphere is conductive both to anaemia and to poor physical development. It is significant that those who have been employed longest at this work exhibit these conditions in the most marked degree.

On the other hand the prisoners who are specially selected on account of good physique although they only load salt in the open, have the benefit of special arrangements in regard to diet and fresh vegetables. These men appear robust and do not exhibit any appreciable degree of anaemia. It is in fact difficult to avoid the conclusion that the anaemia of the one and the robust health of the other are in large measure attributable to a difference in their environmental conditions.

(1) *Food Supply.*

In these circumstances it is thought that something might well be done by the Salt Department to assist the miners in the matter of their food supply, more especially in connection with the provision of a suitable *bazaar* where food stuffs, including fresh vegetables, could be obtained at reasonable rates. In this connection it is suggested that, given piece of suitable land within a few miles of Khewra, the Salt Department acting on behalf of the miners, might run a small market garden for the purpose of growing vegetables for sale at cost price to the miners. As an alternative to this proposal it is suggested that, if the employment of the prison labour is to be continued and extended (for out door work) at Khewra and if a jail is erected in place of the temporary camp jail, prison labour might be utilised for the purpose of providing both the jail population and the miners with vegetables. This suggestion is made as it is understood that the extended use of the prison labour at Khewra is at present under consideration.

(2) *Co-operative Bank.*

The opening of a co-operative bank by the miners, with such assistance and supervision as may be necessary by officers of the Salt Department, would, it is thought, be attended with very great benefit and would be regarded as a boon by all except perhaps by the *bunniahs* and *shroffs*.

(3) *Village Site.*

As a general policy to be gradually carried it is recommended that the present site of the village should be abandoned in favour of a more commodious site in the open plain.

At a very small cost—the Salt Department is self-contained—a model village could, it is thought, be laid out and built by the miners themselves, in accordance with plans approved by the Director of Public Health, in which provision for sanitary requirements would be made. The present mouth of the mine is now much nearer to the plain than formerly and with the move of the village it would be possible to move the hospital and some of the workshops. This proposal, which would be highly advantageous from the sanitary stand point, has therefore something to commend from the point of view of general convenience.

(4) *General.*

It is extremely difficult in the present restricted area to carry out an efficient sanitary *bandobast*, more especially in view of the lack of control and the almost hereditary attraction of the *nullah*.

It should, however, be feasible for the Salt Department to provide incinerators and latrines at convenient places and for the village *malba* fund to provide the cost of a small conservancy staff.

There is refuse dump alongside the hospital. Here at least excreta and refuse could readily be disposed of by incineration, but I derived the impression that the lamp of the western medicine was burning very dimly at the Civil Hospital at Khewra. The value to the Salt Department and to the miners of a keen and energetic medical officer not liable to transfer would be inestimable but service at Khewra is not popular.

In regard to the mine contamination by human excreta could be largely prevented by providing a latrine in the immediate vicinity of the mouth of the mine and by insisting upon its use before entering the mine in the early morning.

A small conservancy staff together with a few receptacles inside the mine would also be of advantage. It is understood that the installation of an electric light plant is under consideration for lighting the mine. This will have a material influence in maintaining the purity of the air since it will do away with the need for oil lamps and tapers.

Finally it is suggested that the temperature and humidity conditions prevailing in the mine should be regularly estimated by means of wet and dry bulb thermometers. Such records, if maintained throughout the year, would throw valuable light on the atmospheric conditions prevailing in the mine and indicate the need, when occasion arises, for improving its ventilation.

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(5)

Note by Mr. J. A. Shillidy, I.C.S., Secretary to the Government of India, Department of Industries and Labour, on the nature of the work done by the Labour Bureau attached to the Department of Industries and Labour and the circumstances under which it was abolished.

The formation of the Labour Bureau under the Board of Industries and Munitions, Government of India, began in May 1920 with the creation for a period of 2 years of the temporary appointments of a Controller (Labour Bureau), and a Lady Adviser. The need for the formation of the Labour Bureau was carefully considered, and it was thought essential to set up at once an organisation for the study of labour problems, both for internal purposes and *vis-a-vis* other countries represented in the International Conference. It was realised that ultimately it might be necessary to organise a fully developed department of labour with a high official controlling it; but, for immediate purposes it would be sufficient to start on a comparatively small scale. A Labour Bureau to work under the Board of Industries and Munitions was therefore proposed. The Bureau was to be in the charge of a special Controller, whose chief duty at the start would be to collect all available information on labour conditions in India, and classify and tabulate it for consideration by the Board of Industries and Munitions. He would also have to collect information of labour conditions and legislation in European countries, in America and in the overseas dominions of the British Empire. He was to be provided with a Lady Adviser specially charged with the investigation of problems connected with the labour of women and children. The proposals were accepted, and the Controller and the Lady Adviser functioned as part of the Secretariat of the Board of Industries and Munitions. The Bureau consisted of these two officers and a section of the Secretariat staff of the Board.

2. In September 1920, the Government of India submitted to the Secretary of State proposals for the creation of a permanent Department of Industries as a regular Department of the Government of India, and the Government of India recommended *inter alia* the continuation of the appointments of Controller (Labour Bureau) and Lady Adviser as a permanent measure as part of the new Department of Industries. The proposals for the creation of the new Department, including the proposal for placing the two appointments of Controller and Lady Adviser on a permanent basis as part of the Department, were accepted by the Secretary of State, and the new Department came into being from the 15th February 1921.

3. The Labour Bureau under the Department of Industries did not form a separate organisation, but functioned as of the Secretariat of the Department of Industries. The work of the Labour Bureau was indistinguishable from the work of the Labour Branch, and the work which was done is best explained in a note written by Mr. Clow in 1922. A copy of the note is annexed. It was decided in July 1922 that, as a measure of economy, the appointment of Lady Adviser should be retrenched. This decision was reached in view of the paramount necessity of retrenchment in expenditure by the Government of India. The appointment was abolished in 1923 with effect from the date of expiry of the leave that was granted to the incumbent.

4. The appointment of Controller (Labour Bureau) was continued for only a little longer after January 1923. The Retrenchment Committee of 1922-23

at page 132 of its Report, dated the 1st March 1923, reported on the Labour Bureau as follows :—

> "We consider that the work done by the Industrial Intelligence Section and the Labour Bureau could be discontinued without serious inconvenience. It is represented that a certain amount of labour and other legislation is pending in the immediate future, but this could, in our opinion, be more appropriately arranged for by placing an officer temporarily on special duty than by making permanent additions to the establishment."

The Retrenchment Committee further recommended a regrouping of the different departments of the Secretariat. After examination of these recommendations, it was decided to constitute a new Department of Industries, Posts and Telegraphs and Public Works, which would deal *inter alia* with labour legislation, inter-provincial migration, Factories Act, and the International labour organisation. These arrangements came into force on the 16th April 1923 from which date the Labour Bureau ceased to exist as such, but its Controller became Under Secretary and its work was taken over by the Labour Branch in the new Department.

Note by Mr. A. G. Clow, I.C.S., on the work done in 1922, in the Labour Branch of the Department of Industries and Labour (Government of India Secretariat).

The work of the Labour Branch may be grouped under the following heads :—

(1) Legislation,
(2) International,
(3) Intelligence,
(4) Administration,
(5) Miscellaneous.

(1) The legislation already passed includes the Factories Amendment Act, the whole preliminary work for which was done in the Labour Branch. This involved a complete revision of the existing Factories Act. The Labour Branch has also had to deal, from the labour aspect, with bills prepared in other branches and departments dealing with such subjects as Mines, Ports, etc. Proposals for legislation on labour subjects by provincial governments also fall under this head.

Impending imperial legislation includes a bill for the provision of workmen's compensation and a bill for the registration and protection of trade unions. Both these subjects are entirely new to India. The whole preparation of the subjects falls on the Labour Branch. Various proposals and suggestions made in the legislature for legislation regarding labour have to be dealt with in this Branch, *e.g.*, legislation for the prevention of strikes, legislation relating to internal emigration, etc. The Labour Branch is at present examining the question of conciliation and arbitration on the Railways and in public utility service.

(2) The International work is chiefly in connection with the International Labour Office of the League of Nations which came into being in 1919. The work in connection with this covers—

(i) the selection of and arrangements for delegations to the annual conference,

(ii) the preparation of the various subjects to be discussed, and the instructions to Government delegate in this connection,

(iii) the action to be taken on the draft conventions and recommendations adopted by the Conference, their submission to the legislature, and their enforcement when adopted,

(iv) the enquiries from the International Labour Office and the supply of information and periodical returns to it. Many of these returns are statutory. Special work has been undertaken in connection with different subjects, such as India's claim to representation on the Governing Body, the possibility of the introduction of maternity schemes, appointment to the staff of the International Labour Office, etc In addition to this, there is a certain amount of cor-

respondence with other Governments (England, the Dominions, U. S. A.), etc., chiefly in connection with the obtaining and the supply of labour information.

(3) On the Intelligence side the Labour Branch collects information on various subjects regarding labour. This information is collected with a view to

(1) advising the Government of India on labour questions that arise,

(2) supply information to the public, to the legislature, to the Government and to the Secretary of State. The regular returns which the Labour Branch is required to furnish include—

(*a*) telegraphic reports of all important strikes to the Secretary of State,

(*b*) weekly reports on the labour situation to the Secretary of State; these are also for the information of the Government of India,

(*c*) a monthly review of the labour situation for officers of the Central and local Governments throughout India,

(*d*) a quarterly statistical return of industrial disputes (originally promised to the legislature and now supplied to the public).

Special enquiries recently made under orders of Government include an enquiry into the conditions of labour in the coalfields, the examination of labour problems in the provinces, a review of the conditions of women's labour, and of welfare work. In addition, a number of miscellaneous requests for information have to be dealt with. These come from official sources, from the legislature, from non-officials, and from abroad.

(4) The Branch is responsible for the administration of Acts relating to labour, as far as the Government of India is concerned. The administration of the Factories Act involves the general control of the rules issued under it, the issue of rules relating to the necessary register and returns, the receipt of the annual reports and statistics, cases relating to Factory Inspectors throughout India, application from employers for relaxation of the provisions and the general supervision of the working of the Act. The administration of the Assam Labour Act involves the scrutiny of the budgets of the Assam Labour Board, the preparation of rules under the Act, the provision of the Government of India's contribution to the Board.

The Branch has also to deal with cases relating to industrial labour employed by the Government of India. In the railways, printing presses, salt mines, ordnance factories, etc., the Central Government is a large employer of labour. Collectively, it is much the biggest employer of Industrial labour in the country. In connection with all the types of labour instanced, questions arise which are referred to the Labour Branch. The institution of works committees in the Government presses and salt mines was due chiefly to the Labour Branch, and the lead thus given has been followed by employers throughout the country. In this connection a considerable amount of propaganda work had to be undertaken, and propaganda was also carried on welfare, housing, index-numbers, conciliation and the international aspects of labour. The efforts made have met with considerable success, notably as regards works committees and welfare.

The subject of internal emigration is also entrusted to the Labour Branch. This, though a central subject, is at present an agency subject and in connection with this is small in consequence: it is, however, likely to increase, specially in view, of the probability of a demand for the revision of the law relating to Assam Labour.

(5) In addition the Branch has to deal with a wide variety of miscellaneous subjects. General questions of labour policy are numerous. Trade unions in India require careful watching, and the Controller of the Bureau is sent by the Government of India to the annual sessions of the Trade Union Congress. A census of wages was undertaken in consequence of the decisions of a Committee of Members of the legislature, and, though curtailed for reasons of economy, it has not been altogether abandoned. A special enquiry into humidification in textile factories was started in 1921 and is still in progress. The construction of index-numbers to measure the cost of living was raised first by the

Finance Department with a view to resolving difficulties in connection with establishments. The subject was referred to the Labour Branch. Owing to lack of staff and funds it was not possible to pursue the question far, but a start was given to provincial governments in the matter.

Practically all the work is new. It has been caused by—

(*a*) the formation of the International Labour office and the participation of India in it,

(*b*) the growth of a labour problem commensurate with that of European countries. This began in 1919, and will not disappear.

It may safely be alleged that no Government which has to deal with labour questions of the magnitude and complexity of those of India employs a staff that is less than fifty times that employed by the Government of India, both in number and in cost.

(6)

Statistics showing sickness among the workers of the Government of India presses, Calcutta and Delhi, for the period from February to January 1931.

Period.	Total number of men on the rolls.	Total number of working days.	Total absenteeism in days.	Total number of days lost on account of sickness.	Total number of days lost from Malaria fever.
Government of India Press, Delhi.					
1st quarter (February to April).	335	25,125	2,890	938	319
2nd quarter (May to July).	335	24,120	3,775	1,130	268
3rd quarter (August to October).	335	24,120	2,608	1,131	878
4th quarter (November to January).	335	24,790	2,216	875	598
Government of India Press, Calcutta.					
1st quarter (February to April).	845	50,032	8,399	4,177	537
2nd quarter (May to July).	845	50,803	8,410	3,149	239
3rd quarter (August to October).	833	48,335	6,088	3,257	24
4th quarter (November to January).	882	50,598	7,754	3,610	223

(7)

Demi-official letter from Mr. J. A. Woodhead, I.C.S., Secretary to the Government of India, Commerce Department, to Mr. S. Lall, I.C.S., Joint Secretary, Royal Commission on Labour in India, No., 335-M. I. (2)/29, dated the 6th November 1929.

* * * * *

The following figures show the number of seamen engaged and discharged. These figures exclude those engaged and discharged on Home trade ships as

the law does not require such seamen to be engaged and discharged before a Shipping Master.

Year.	Bombay.			Calcutta.		
	Engaged.	Discharged.	Total.	Engaged.	Discharged.	Total.
1922-23 . . .	39,695	42,142	81,837	45,965	39,479	85,444
1923-24 . . .	36,739	38,389	75,128	49,801	42,836	92,637
1924-25 . . .	35,827	35,253	71,080	50,697	44,318	95,015
1925-26 . . .	34,880	34,919	69,799	55,844	47,346	103,190
1926-27 . . .	34,455	35,010	69,465	59,361	52,836	112,197
1927-28 . . .	33,661	35,209	68,870	58,289	52,627	110,916
1928-29 . . .	35,833	37,752	73,585	57,245	52,446	109,691

2. Captain Darvell, the Shipping Master at Calcutta, in January 1926 made the following estimate of the number of seamen available :—

The Registers for seamen were opened in 1887 and between 1887 and January 1926, 2,01,150 names were entered on the registers.

In 1922 the Calcutta Branch Shipping Office, where the registers are maintained, calculated that the number of seamen in possession of continuous discharge certificates was	104,000
Add number of new continuous discharge certificates issued between 1922 and 1926	29,879
	133,879

Captain Darvell at that time estimated that about 4,000 men are signed on each year by the Masters of Home trade ships.

I don't know how the figure of 1,04,000 was arrived at and I cannot say if it is accurate. I am open to correction but I presume it is somewhat of a guess.

We have no corresponding figures for Bombay.

3. The number of new recruits now signed on yearly at Calcutta is about 5,000. The following figures show the reduction made in new recruits owing to the decision not to issue a continuous discharge certificate to a new hand unless the man has obtained actual employment.

Number of first issue continuous discharge certificates issued to new recruits—

During 1st half year 1922	5,231
During 1923	9,766
During 1924	8,605
During 1925	6,277
At present	about 5,000

III.—CENTRAL PROVINCES.

(8)

Extract from the Report of the Superintending Engineer, Hasdeo Circle, on the recruitment and working of departmental labour in the Hasdeo Circle for the year 1928-29.

* * * * *

The scheme has been in operation for 5 years in the Kharung and 4 years in the Maniari Divisions.

Numbers to be recruited.

The proposals for 1928-29 are given in statement 1* attached and were sanctioned

The labour obtained is given in statement 2.* The summary of these statements for unskilled labour only is given here with a comparison of the figures for 1927-28 :—

Division.	Year.	Unskilled labour proposed to be recruited.	Unskilled labour to whom advances were given.	Departmental unskilled labour arriving on work.	Advances given.	Advances per labour recruited.
					Rs.	Rs.
Kharung .	1927-28	3,280	4,103	5,272	25,195	6·14
	1928-29	1,100	2,999	2,658	17,169	5·72
Maniari .	1927-28	3,000	4,196	2,442	22,634	5·39
	1928-29	5,300	7,230	6,848	34,480	4·77
Total .	1927-28	6,280	8,299	7,714	47,829	5·76
	1928-29	6,400	10,229	9,506	51,649	5·05

Nearly 1,800 more labour arrived on work in 1928-29 than in 1927-28. The percentage of arrivals on work to labour recruited remained constant at 93 per cent., and the advances per head have decreased by over 12 per cent.

Cost of recruitment.

The cost of recruiting is shown in the statement appended.

Attendance of labourers.

* * * * *

From December to May inclusive there are approximately 148 working days on which the attendance figures are based :—

	Kharung.	Maniari.
Average attendance of departmental labour from December to May inclusive	2,630	5,098
Working days	148	148
Labour days	3,89,240	749,504
Wages earned	83,210	239,204
Earnings per head per day in annas . . .	3·42	5·07

The low figure for the Kharung Division is due to the large proportion of local labourers living in their own villages and working for only a portion of each day. The figure for the Maniari Division is undoubtedly high as an average wage for men, women, and children in Chhattisgarh. The average wage earned for both divisions is 4·51 annas.

*Not printed.

Advances and Recoveries (ordinary labour).

* * * * * *

Upto 1926-27 all advances have been recovered or written off. From 1924 to 1927 Rs. 50,192 were advanced in the Kharung Division and the irrecoverable amount is Rs. 1,672 or 3·3 per cent.

In the Maniari Division Rs. 10,698 were advanced in the two years 1925 to 1927, and Rs. 826 has been written off as irrecoverable, or 7·7 per cent. The figures, especially for the Kharung Division, are satisfactory.

For the season 1927-28, 89·8 per cent. of the advances have been recovered in the Kharung Division, 2·7 per cent. have been written off and 7·5 per cent. are still outstanding.

On the Maniari 94·5 per cent. of the advances have been recovered, 1·4 per cent. have been written off and 4·1 per cent. are still outstanding.

Many defaulters could not be found by the *Tahsildars'* peons during 1928 and, at the request of the Deputy Commissioner, the cases were filed and reopened in the rains of 1929 in the hope that the defaulters would return to their villages for agricultural operations. It is too early yet to say what amounts will have to be written off finally but it is not likely to be less than 9 per cent. on the Kharung or more than 5 per cent. on the Maniari. While the percentage recoveries on the Maniari increased those in the Kharung decreased. I have found that in a number of cases service of summonses or warrants by the Tahsildars' peons has been evaded. The *Tahsildar* reports that the defaulters cannot be found and the amounts outstanding are recommended to be written off. Subsequent enquiry by the Recruiting Subordinates, however, shows that the defaulters are either in the village or can easily be traced It is only by prolonged enquiry that the amount really irrecoverable can be ascertained.

For the season 1928-29 in the Kharung Division 81·2 per cent. of the advances have been recovered, 0·8 per cent. have been written off and 18·0 per cent. are outstanding.

In the Maniari Division 87.6 per cent. of the advances have been recovered, 0·4 per cent. have been written off and 12·0 per cent. are outstanding. Large recoveries are still being made and it is not possible to say at present what amounts will eventually be irrecoverable.

* * * * * *

Enclosure.

Statement showing cost of recruiting and payments to labour in the Maniari and Kharung Division for 1927-28 and 1928-29.

	Maniari.		Kharung.		Cost per head arrived on work.			
	Number of arrivals on work.		Number of arrivals on work.		Maniari.		Kharung.	
	1927-28. 2,447	1928-29. 6,848	1927-28. 5,272	1928-29 2,658	1927-28.	1928-29.	1927-28.	1928-29.
	Rs.	Rs.	Rs.	Rs.	Rs	Rs.	Rs.	Rs.
1. Railway fares, subsistence allowance and hutting allowance.	6,667	20,668	6,386	1,198	2·73	3·02	1·21	0·45
2. *Mukaddams* wages	1,427	9,973	4,096	2,160	·58	1·46	0·78	0·81
3. Cost of special establishment for recruiting or proportional cost of establishment.	5,141	13,043	6,152	2,562	2·10	1·90	1·17	0·96
4. Wages paid to labourers for work done . .	92,000	2,39,204	1,39,012	83,210	37·60	34·93	26·37	31·30
5. Advances irrecoverable	..	1,337	2,138	870	..	0·20	0·40	0·33
6. Perishable tools and plants	332	3,231	441	1,488	0·14	0·47	0·08	0·56
7. Tools and plant	635	1,702	1,948	416	0·26	0·25	0·37	0·16
8. Carriage of tools and plant	18	111	927	100	..	0·02	0·18	0·04
9. Miscellaneous	47	3,983	5,454	1,683	0·02	0·58	1·03	0·63
Total . . .	1,06,267	2,93,252	1,66,554	93,687	43·43	42·82	31·59	35·25
Value of work done . . .	1,17,441	2,98,272	1,86,296	1,23,057	48·09	43·56	35·34	46·29

(9)

Extract from letter from the Manager, the Central India Spinning, Weaving and Manufacturing Co., Limited, "The Empress Mills", Nagpur, to the Joint Secretary to the Royal Commission on Labour in India, No. 5333, dated the 9th May 1930.

* * * * *

(1) *Basis on which the liability under the sickness insurance scheme was worked out at Rs. 25 per mensem for 6 weeks and Rs. 15 per mensem for 8 weeks.* —On going through our files I find that in the later part of the year 1920, Mr. N. M. Joshi of the Servants of India Society, who is one of the Members of the Royal Commission on Labour, submitted to our Managing Agents, Messrs. Tata Sons, Ltd., a copy of the draft rules* he had framed regarding the sickness benefit scheme. These rules were considered at a Meeting of the Managers of our Mills in Bombay and cast into the present form in the year 1921. No details are, however, available as to the basis on which the Company's liability was worked out.

(2) *Cost of the Dust Removing apparatus used in the Empress Mills.*—This apparatus was supplied to us in the year 1927 by Messrs. Cook & Co. (Manchester), Ltd., 18, Exchange Street, Manchester. The cost of the entire Plant including motors and others electrical equipment required to drive it and which were supplied by Messrs. Mather and Platt, Ltd., Park Works, Manchester, comes to Rs. 32,000 (for 108 cards).

(3) *Cost of additional establishment required to cope with the work involved in "weekly payments"* :—The approximate extra cost under this head will amount to Rs. 43,700 per annum, which *extra cost* works out to about 125 per cent. of the charges for the existing system of monthly payments.

(4) *Figures to show whether there is an increased desire on the part of workers to work hard in order to earn more money consequent on the increase in the cost of their living* :—I have already stated in the Memorandum† of my written evidence that the reduction in hours of work has not in any way improved the efficiency of our Spinning Department and has effected only a slight improvement in the efficiency of our Weaving Department. The improvement in the Weaving Department is accounted for by the fact that as the weavers are paid on piece work they had to be a little more attentive lest their production, which had a direct relation with their earnings, should be adversely affected due to shorter working hours.

It is indeed very difficult to say it there is at all any sustained effort on the part of the workers to work harder in order to earn more money consequent on the increase in the cost of their living. For, even in the case of the Weaving Department, where there is a slight improvement in efficiency for the reason explained above, it is not possible for us to form an opinion on the tendency of the workers, much less to keep any statistics in this regard in view of the fact that the weavers at our Mills do not work continually on fixed standard sorts, but have to work on new sorts and qualities which continue to change at short intervals. The irregular attendance of the weavers also makes it increasingly difficult for us to form any idea as to whether they make any sustained effort to work harder with a view to earn more.

(5) *Copy of the handbill explaining the scheme of sickness insurance such as was distributed among the workers* :— * * * * *

I enclose herewith a copy of the handbill‡ in Marathi explaining the scheme of sickness insurance. About 1,000 printed copies of this were distributd among our workers in the various Welfare Work Centres, as only 10 per cent. of our workers are literate. Considerable propaganda was, however, carried on by means of individual talks during the last four years and is still being continued. I am also sending 20 type-written copies of the translation, in English, of the handbill.

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*Not reproduced here.

† Royal Commission on Labour Evidence Volume III, part I, page 93.

‡ Not printed.

THE EMPRESS MILLS' SICKNESS BENEFIT FUND.

The local Welfare Work Secretaries have noted during their daily rounds in the various *bustees*, the most pitiable condition of the millhands and their families when they are down in bed with serious illness. They have nothing whatever to eat, and find it extremely difficult to maintain themselves, as they have made no provision for such emergencies, and have no funds to draw money from or any such means to depend upon. The degree of suffering varies according to the nature and duration of illness, and the number of wage-earners in a family. Who could describe the sufferings of a family which depends upon one single person; the condition is most pathetic, when this person falls ill and is confined to bed. There is no need any more for any of the workers to suffer such miseries, since the kind hearted and benevolent Manager of the Empress Mills, Nagpur, has started the "Sickness Benefit Fund" to alleviate such sufferings, and every workman, no matter what his or her income is, can draw from this fund, provided he or she is a regular subscribing member of the fund.

Three years ago the Manager circulated printed leaflets for the information of you all workers, explaining the enormous benefit that could be derived from this fund, but none of you have taken the trouble to think over the subject seriously and take full benefit of the fund. We are therefore reprinting and circulating these for your information, hoping you will think over it seriously and avail yourselves of the benefits of the fund. Every millhand, irrespective of his or her position, can be a subscribing member of this fund. A special leaflet enumerating the various benefits is printed and circulated along with this for your information. Let me assure you, it is very beneficial to you. There is much to gain and nothing to lose. After hurriedly reading the leaflet, some of you might say, why at all have all this botheration of a membership when we are not likely to fall ill. It is quite likely, some of you might be disposed to think that way, but I know for certain, they will be very few. No sane and thoughtful person will ever say anything so silly, for he could see for himself the various personal benefits. Can anyone of you ever boast of defying illness? None whatever, and yet if some silly person will go to the extent of boasting to defy, you all will ridicule him, for you all know that sickness comes unawares; don't you therefore think it wise to be prepared to counteract the attacking enemy. Not only that, but it is the bounden duty of every sane and responsible person of a family to prepare a good defence, to ward off all such attacks. Even granting for a while that very few of you will be eligible to the benefits of the fund, you ought to feel happy and proud with the thought that the benefits of the contribution you make towards the fund will be enjoyed by your own less fortunate sick brethren. I feel sure such a noble and philanthropic thought ought to make each one of you feel happy and proud, for there is no Joy greater than the Joy of doing something useful to our fellow-creatures who are less fortunate than ourselves. I assure you, this fund will be utilized only for such purpose and nothing else. A subscribing member of this fund, when a victim to a prolonged serious illness, need never have the misfortune of witnessing the sufferings of his starving children or suffer the agonies of starvation personally. When healthy and strong, going about your daily work, each one of you could very easily contribute a small sum of four or eight annas towards this fund, which will be very handy in time of need.

Any subscribing member when seriously ill in bed, should immediately send for the Y. M. C. A. Welfare Work Doctor, who will come to examine and treat him in his house. He will do his utmost to make the patient comfortable at the same time submit a written report on the condition of the patient to the Manager.

Anyone wanting to know more about this fund should ask their Welfare Work Centre Secretaries who will gladly explain them the whole scheme fully.

Every workman desirous to be a subscribing member of this fund should register his name in the office of his Departmental Chief Officer.

It is my earnest desire and request that each one of you should be a subscribing member of this most useful and beneficial fund.

I would again urge you to make up your mind and get enlisted without further delay.

Come along, why linger long!

RULES.

1. This is a voluntary Fund and not compulsory.

2. The benefit of the Fund shall be open to all employees of the Mills, irrespective of their salaries or wages.

3. Any employee of the Mill can become a member of the Fund by contributing 8 annas and 4 annas monthly to the fund.

4. Any member of the Fund whose sickness is prolonged beyond 3 days will be entitled to the benefit of the Fund as from the fourth day of the sickness.

5. In the case of sickness a member should obtain a Certificate from either the Mill Doctor or the Welfare Work Doctor.

6. Each member paying 8 annas a month will, on production of the Mill Doctor's or the Welfare Work Doctor's Certificate be paid an allowance at the rate of Rs. 25 per month up to 6 weeks for the number of days he is sick, and at the rate of Rs. 15 per month up to 8 weeks further on if the sickness be prolonged. The allowance will, in any case, cease after a period of 14 weeks.

6-A. Each member paying 4 annas a month will, on production of the Mill Doctor's or the Welfare Work Doctor's Certificate, be paid an allowance at the rate of Rs. 12-8-0 per month up to 6 weeks for the number of days he is sick, and at the rate of Rs. 7-8-0 per month up to 8 weeks further on if the sickness be prolonged. The allowance will, in any case, cease after a period of 14 weeks.

6-B. For the purpose of calculating the rate of benefit any two periods of sickness, unless separated by an interval of at least 12 months, shall be reckoned as one sickness.

7. The allowance will be the same, irrespective of the pay, position or length of service of the member claiming the benefit of the Fund.

8. A member, whether he has had occasion to take advantage of the benefits of the Fund or not, shall not be entitled to any refund of the amount contributed by him on his ceasing to be a member of the Fund, or leaving the service of the Company.

9. On all questions of administration of the Fund the Mill Manager's authority shall be final.

10. In case of serious injury to a member, such member who has already received a lump sum as compensation for the injury will not be entitled to the benefit of the Fund.

11. A member obtaining the benefit of the Fund shall obey the instructions of the Doctor attending him and shall answer any reasonable inquiries by the Manager of the Fund as to the instructions given by the Doctor.

12. No member shall have right to Sickness Benefit unless he has been a member for two months and has paid two monthly contributions.

Your Well-wisher,

S. C. L. NASIR,

Senior Secretary, Welfare Work (Y. M. C. A.)

NAGPUR,

WELFARE WORK OFFICE,

1st November, 1925.

IV.—BIHAR AND ORISSA.

(10)

Memorandum by the Government of Bihar and Orissa on the acquisition of Zamindari rights by mine owners in the Jharia and Giridih Coalfields.

The local Government have been requested by the Chairman of the Royal Commission on Labour in India, to furnish a comprehensive note indicating (1) the extent to which mine-owners have acquired *zamindari* rights in the Jharia and Giridih coalfields, with a view to recruit labour and to obtain a better hold on their labourers, (2) the extent to which the *zamindari* rights so acquired have enabled them to keep a hold on their labourers, and (3) the policy of the local Government in the matter.

2. The local Government have consulted the Commissioner of the Chota Nagpur Division, the District Officers of Hazaribagh and Manbhum, the Additional Deputy Commissioner of Dhanbad, the Director of Land Records and the Settlement Officer, Chota Nagpur, in order to ascertain the facts. The following extracts from the report of the Deputy Commissioner, Hazaribagh, states the facts, as far as they are known, with regard to the Giridih coalfield :—

"The East Indian Railway Company and the Bengal Coal Company own *zamindari* or tenure-holders' rights in the land which contains their mines and also covers a fair amount of cultivation and village sites. It can, however, hardly be said that these rights were acquired with a view to recruit labour and have a better hold on their labourers. It appears that they were acquired to obtain the mines, to be able to control the approaches to the mines, to have the land for housing their labour and staff, erection of plant, workshops, etc. They do not possess any *zamindari* rights beyond the colliery area as some of the mine-owning companies do in Manbhum.

"Paragraph 136 of the Settlement Report of Hazaribagh describes the position as found at the settlement. The record of the Giridih area was attested in 1911-12.

"Paragraph 136 runs as follows:—

> "136. Service holdings in colliery villages.—In the colliery villages around Giridih, service holdings for coal cutters are very common. The East Indian Railway colliery villages are entirely peopled with service tenants who are brought to their holdings at a low rent with the condition of rendering a certain number of days' service in the mines. If they do not render this minimum, they are liable to ejectment. All the old tenants, who had right of occupancy when these villages were purchased for the collieries, have been replaced by service tenants. In some of the villages bought by the other collieries some of the original raiyats are still to be found holding lands on the same conditions of service. These were represented by the landlords as having only the *naukrana* status. But by accepting a change in the conditions of their rent. they had not forfeited their rights of occupancy and the landlords' claim was rejected.
>
> "It is to be observed that this system for retaining labour for the mines cannot be brought into practice in future; for section 101 of the Chota Nagpur Tenancy Act prohibits the creation of tenancies in future carrying conditions both of rent and of service. Any service holding created after 1908 must be rent-free."

"The actual record-of-rights agrees with this description; the special incidence of the service tenancies under the railway being recorded as follows :—

> "East Indian Railway Company: service holding.—The tenant does the work of cutting coal. After the end of the period of agreement or if the conditions of the agreement are broken, the landlord can evict the tenant from the land without going to court."

"Mr. Lancaster has already given evidence to the Royal Commission on the policy adopted in dealing with this land, and has supplied figures of area, number of miners holding land, etc

"An entry found in some holdings under the Bengal Coal Company where the tenant had reclaimed rice land is as follows :—

"Service holding. Special incidents.—As long as the tenant is required for coal cutting at Giridih mines, he remains a service tenant and liable to ejectment for failure to perform his service; but when the services of the tenant are no longer required, he will have the right to retain possession of his holding upon payment of a fair rent."

"The uplands and homesteads under this company are, with a few exceptions, recorded as rent free service holdings.

"With regard to the reference in the settlement report given above that this system of retaining labour cannot be brought to practice in future, because by section 101 of the Chota Nagpur Tenancy Act any service holding to be legal must be rent-free after 1908. The actual wording of section 101 is as follows :—'From and after the commencement of this Act—(*a*) no tenancy shall be created with any prædial condition of rendering personal service; and (*b*) no new prædial condition shall be imposed on any tenancy in existence at the time of such commencement.' There is no doubt that new service tenancies must have been created in the East Indian Railway Company collieries since 1908 with both rent and the condition of service. This is admitted by the Superintendent of the collieries, who says that the rent received from this land is insignificant, but if it is not legal to give out tenancies with these conditions, he will be prepared to give them out rent-free in future.

"To sum up, the mine-owners in the Giridih collieries have obtained *zamindari* or tenure-holders' rights in the villages or parts of villages containing their mines, and the area contains also cultivated land and village sites. They have not obtained such rights in outside villages in order to recruit and maintain a hold over labour. The possession of cultivated land which they can give to labour helps them to maintain a hold over that labour. The matter was enquired into in the district settlement and their position as landlords was not found to be abused. I am of opinion that it is an advantageous one for both the mine-owners and the labour, and that no action by Government is required unless abuses are found in the future."

3. The statement* attached to this memorandum gives particulars of all the known villages in which colliery proprietors in the Jharia coalfield have acquired *zamindari* rights. The following report summarises the general results of an enquiry made by an officer specially deputed in the Jharia coalfield.

"From enquiries made at some of the collieries I find that the acquisition of *zamindari* right in the colliery area is not with either of the above objects (*i.e.*, to recruit labour and to keep a better hold over it) but for the purpose of facilitating mining operations, and in particular to avoid paying heavy compensation for surface lands which are dropped in the course of mining. In a very few instances have *zamindari* rights been acquired outside the colliery area with a view to securing labour and these cases were in years gone by some thirty years ago when labour was hard to secure and there was keen competition for labour.

"The East Indian Coal Company acquired *zamindari* rights in some villages in Tundi, but as Tundi was always a recruiting ground for mining labour, this company was unable to secure more than 30 head of labour above what they normally recruited in that area. The company has now sold its *zamindari* rights. The Burrakar Coal Company's *zamindari* does not lie in this subdivision and no labour is obtained from there for the company's collieries in Jharia. The same is the case with the Equitable Coal Company. I discussed the matter with Mr. A. J. Smith, Manager of the Jharia Raj, whose experience in this part of the world extends to a period of 40 years and he tells me that the collieries can exercise no control over the raiyats whose lands fall within their colliery area, and any attempt to do so has always resulted in the labourers refusing to work in the colliery and seeking work elsewhere, so that coercion is not resorted to.".

4. The opinions given by the Commissioner, the Deputy Commissioners of Manbhum and Hazaribagh, the Additional Deputy Commissioner of Dhanbad, the Director of Land Records and the Settlement Officer agree closely with the views expressed in the reports quoted above. The acquisition of proprietory rights by colliery companies is fairly frequent, but it would be erroneous to

*Not printed.

assume that such rights are usually acquired for the purpose of obtaining a hold over a potential labour supply. Instances of that nature are extremely rare and the only cases definitely known are those of the East Indian Coal Company, Equitable Coal Company and the Burrakar Coal Company. But apparently in these cases the rights acquired have long ceased to be used for this purpose. *Zamindari* rights are ordinarily acquired by mining leases—

(*a*) in order to obtain the surface land necessary for developing the mine, constructing buildings, plant, tramways, labourers' dwellings, etc.

(*b*) in order to obtain control over jungles for the supply of pit-props building materials, etc.

(*c*) in order to avoid complications and the payment of heavy compensation when the surface is dropped as the result of mining;

(*d*) in some cases *zamindari* rights are passed along with mineral property as a matter of course.

These four reasons cover practically all the cases that have occurred.

5. Where land has been so acquired portions of it have often been settled in small plots with persons working on the colliery, and these small holdings have been used for the purpose of attracting a permanent labour force or of inducing labourers on the colliery to settle down there instead of going away to their homes 3 or 4 days in a week, as is the common practice of mining labour in the coalfield. The local Government see nothing objectionable in such a practice so long as the law is complied with. Section 101 of the Chota Nagpur Tenancy Act requires that where service holdings of this nature are created, they shall be rent free. It appears that in the Giridih coalfield the terms of that section have not been strictly observed and that small rents have been imposed. Similar practices were found during settlement operations in Manbhum as stated in paragraph 111 of the Final Settlement Report; and where the settlement authorities found that rent was charged for such a holding, they recorded it not as a service holding from which the tenant can be ejected, but as an occupancy holding from which the raiyat cannot be ejected so long as he pays his rent. It appears from the passage cited that the recording of these plots gave rise to a considerable amount of dispute and that the mine-owners, seeing that they were losing their control over lands which were in many cases service tenancies in origin, were not always over scrupulous in the means that they adopted to retain their control. But that does not warrant the inference that any large number of mine-owners tried to use their position as landlords to exploit their tenants for the purpose of mining labour.

6. The Deputy Commissioner of Manbhum and the Additional Deputy Commissioner of Dhanbad, who are most closely concerned with this area, consider that this passage of the settlement report is likely to create a misleading impression. They point out that labour is no longer a negligible force in the coalfield and that the industrial peace that reigns in that quarter is due to treatment which the workers generally regard as fairly liberal. Since the settlement was completed, tenants have learnt to safeguard their interests and to insist upon their legal rights. The tenancy law protects occupancy raiyats from exploitation and their rents cannot be enhanced except by proceedings before the Deputy Commissioners or settlement courts. They cannot be ejected from their holdings except for failure to pay the rents recorded by the Settlement department or for misusing their holdings. Prædial conditions, such as the imposition of service in mines, cannot be imposed upon them. The local officers think that if any real coercion were taking place, complaints would certainly have come to their ears. In addition to this, the depression in the coal industry during the last five or six years has resulted in a surplus of colliery labour and there is no longer any need for coal owners to resort to any unfair means to secure labour.

7. The local Government have not found it necessary to lay down any policy in this matter. They are in any case powerless to prevent the acquisition of proprietory rights by mine-owners. The estates in which the coal-fields lie are permanently settled and the proprietors of those estates have an unfettered right to transfer their property. Government, therefore, cannot prevent any mine-owner from buying *zamindari* rights. They have not found it necessary and

they do not think it necessary to take any special steps to prevent the exploitation of tenants in view of the facts stated in the preceding paragraphs. The condition of the tenants themselves and the provisions of the law are quite sufficient to protect them. They do not see anything reprehensible in a colliery owner giving his labourers small holdings on which to settle as an inducement to stay near the colliery, and they have no reason to believe that such power as the landlords possess is abused to any serious extent. The landlord is much more likely to get a contented labour supply from among his tenants by giving them small concessions in the way of grazing, jungle cutting, setting off of rent against wages earned, etc., than by using unfair means of coercion. They do not know of any particular instance in which unfair means have been used. They agree with the Deputy Commissioner of Hazaribagh that arrangements which have been found to exist in Giridih are generally advantageous both to the mine-owners and to the labour force.

(11)

Extracts from letters received from the Government of Bihar and Orissa, Revenue Department, containing information regarding the number of days lost by sickness, other than accidents by the employees of certain factories in Bihar and Orissa.

While the Royal Commission on Labour in India was in Patna, Mr. Dain was* asked * * * *whether it would be possible to obtain some information as to the number of days lost by sickness other than accidents. Further enquiries were made from the firms mentioned in the memorandum† of the Government of Bihar and Orissa, with the following result.

2. Messrs. The Tata Iron and Steel Company state : "We give below approximate figures for each month from January to November 1929, showing the number of working days lost by employees who have been granted medical certificates for leave of absence due to sickness, other than accidents, and alongside, give the number of employees on the roll which, multiplied by the number of days in the month gives the total men-working days in the month. The percentage of absenteeism due to sickness has also been calculated. The percentage should not be regarded as being absolutely accurate because employees are sometimes absent owing to sickness, and who do not produce medical certificates having attended other doctors or hospitals, or may have been absent for sickness without supplying us with any reason for such absence.

"Leave taken for sickness not included in the figures shown below, will not, in our opinion, materially alter the percentage.

——	Days.	Total men-working days.	Percent.
January 1929	3,310	760,306	·44
February 1929	2,750	681,632	·40
March 1929	3,017	761,949	·39
April 1929	2,833	740,760	·38
May 1929	2,850	770,753	·37
June 1929	2,785	753,030	·37
July 1929	4,334	779,061	·55
August 1929	2,443	784,362	·31
September 1929 . . .	3,641	760,980	·47
October 1929	3,936	798,250	·49
November 1929 . . .	3,166	764,130	·41

3. The Ryan Sugar Company state that last year they lost by sickness 220 out of approximately 67,673 working days.

4. The Indian Leaf Tobacco Company say that the absence among their permanent staff owing to illness is one per cent. of working days; no information can be given about the coolie staff.

* Royal Commission on Labour Evidence Volume IV, Part II, pages 9-10.

† Royal Commission on Labour Evidence Volume IV, Part I, pages 36-37

5. The Sri Bihariji Rice and Oil Mills (Darbhanga) say that in 1929 about 901 persons worked 22,651 days, of which 276 days were allowed as holidays for sickness. There were no accidents. The figure are admittedly only approximate.

6. The *Biswanath Rice Mills* cannot supply any figures.

7. The *Balugaon and Kaluparaghat* Ice Factories (Puri) give the following figures for 1929.

	1 Number of working days.	2 Days lost by sickness.	Percentage of 2 only.
Balugaon	3,264	134	4·1
Kaluparaghat	2,940	186½	6·3

It is added that the above figures are accurate and that there was no loss of time due to accidents.

8. *Hingir Rampur Coal Company* (Sambalpur) report that 1,600 days were lost owing to sickness and that Rs. 200 was paid as sickness benefits. The company state that these figures are actual and that "the proportion the above figures bears to the total number of working days in the year is 1 in 13,069". The last statement is not understood.

9. *Barachakia Sugar Company* (Champaran) is unable to give even approximate information.

10. *Pursa Sugar Factory* (Champaran) can give no information.

11. *The Bengal Iron Company* write as follows:

"The figures given are a very close approximation and are for the period 1st January 1929 to 31st December 1929.

Persons.	Days off for sickness.	Days paid for	Days not paid.
282	1,501	1,324	177

These figures are exclusive of superior clerical and supervising staff and refer to skilled labour and all on time payment.

As regards piece workers, such as quarrymen these mainly leave for their homes when sick but 185 persons under this head were treated in our hospitals and received *khoraki* for 483 days".

* * * *

12. *The Japaha Sugar Factory, Muzaffarpur*, gives the following figures which approximate :—

Number of men employed in a year	3,501
Total days worked	82,770¾
Total days absent	16,939
Total days absent due to illness	125½

13. *Messrs. Arthur Butler and Company, Muzaffarpur*, report that 95½ days were lost in 1929 owing to sickness and that the proportion of sickness to total number of working days is 1 in every 186. The above figures are actual. There was no sickness owing to accident.

* * * *

14. *The New Sawan Sugar Company, Saran,* furnishes the following figures :—

Total working days lost through illness . . .	110
Proportion of total days lost to total days worked .	0·00009

15. *The Marhowrah Sugar Factory, Saran,* reports that the total number of working days lost by sickness during 1929 was 115 and that the proportion which this figure bears to the total number of working days is ·01 per cent.

(12)

Note by Mr. J. H. Lang, Inspector of Mines, on the sizes of tubs and weight of coal carried per tub in the Raniganj, Jharia and Giridih Coalfields.

A circular letter asking for the kind of tub, approximate number, dimensions, capacity in cubic feet and the average quantity of coal carried was issued to 402 managers. Replies from 297 collieries using tubs were received, of which there were 165 from Jharia, 128 from Ranigunj and 4 from Giridih.

An examination of the replies shows that the most common tub in use is the 30 cubic feet capacity tub usually of the dimensions of 4′×3′×2′ 6″. A number of collieries, however, have 30 cubic feet tubs of various dimensions. The next most common tub is the 27 cubic feet capacity mainly of the dimensions 4′ 6″×3′×2′. The other sizes vary so much that none of them can claim to be in any way standard and no useful information can be had from an analysis of those sizes. The following table shows the number of collieries using 30 and 27 cubic feet capacity tubs and the number of mines classified according to the quantity of coal carried per tub. Each district is shown separately. The fact that the total exceeds 297 is accounted for by the fact that many of the collieries employ both sizes of tubs.

Coalfield.	Size of tub.	Capacity in cubic feet.	No. of mines in which used.	No. of mines classified according to the amount of coal carried per tub.						
				10 cwt.	11 cwt.	12 cwt.	13 cwt.	14 cwt.	15 cwt.	16 cwt.
Raniganj	4′×3′×2′ 6″	30	87	1	2	13	34	34	2	1
Jharia .	Do. .	30	118	...	...	8	58	40	12	...
Giridih .	Do. .	30	1	...	...	...	...	1	...	...
Raniganj	Various dimensions.	30	17	...	...	2	4	11	...	...
Giridih .	Do. .	..	..	...	...	...	...	...	...	...
Jharia .	Do. .	30	33	1	...	...	20	10	2	...
			256	2	2	23	116	96	16	1
Raniganj	Various dimensions, but mainly 4′ 6″×3′×2′	27	25	3	2	5	12	3	...	...
Jharia .	Do. .	27	33	...	1	7	17	5	3	...
Giridih .	Do. .	27	1	...	...	...	1	...	...	...
			59	3	3	12	30	8	3	...

The two cases in which only 10 cwts. of coal are carried in the 30 cubic feet tubs are in third class seams in which a large allowance has to be made for stone loaded in the tubs. A good deal of the variation in the amount carried is due to the difference in the supervision of the loading in the different collieries. In some the tubs are loaded over the brim while in other it is not uncommon to see the tubs underloaded.

The following table shows the number of mines using tubs of various capacity.

Size of tub in cubic feet.	No. of mines in the different coalfield according to the size of tubs used.			
	Raniganj.	Jharia.	Giridih.	Total.
Less than 27 c. ft. . .	9	29	2	40
27 c. ft.	25	33	1	59
27 to 30 c. ft. . . .	8	30	..	38
30 c. ft. . . .	104	151	1	256
Over 30 c. ft. . . .	24	57	..	81
Mine cars (2½ tons capacity)	..	2	..	2

These returns show that 107 of the mines sending in returns use tubs of different capacity, two of them actually using 6 different sized tubs, while one of them had 9 different types of tubs although some were of the same capacity. The capacity ranged from 20 to 30 cubic feet.

The accompanying table classifies the collieries using more than one size of tub according to the number of sizes used.

No. of different capacity tubs.	Raniganj.	Jharia.	Total.
2	21	41	62
3	4	22	26
4	2	13	15
5	..	2	2
6	..	2	2
	27	80	107

It will be noticed that there is a greater variety in the Jharia coalfield than in the Raniganj coalfield.

(13)

Note furnished by the Chief Inspector of Mines in India regarding hours and shifts worked in mines.

Coal mines.—From the table appended it will be observed that there is a preponderance of mines working one or two shifts of twelve hours. From this it should not be assumed that workers are actually required to work 12 hours because a shift at present simply denotes the maximum number of hours of a period during which work is permitted to continue in a mine. A workman is allowed to enter a mine for as much as three hours after a shift has commenced and leave 2 or 3 hours before the shift terminates. At mines where the shifts are of shorter duration the latitude allowed for entering and leaving the mine is progressively reduced and where 8 hours shifts are in operation it is customary to allow only one hour for persons to enter and leave the mine.

Mines other than coal mines.—With the exception of copper, lead, mica and a few of the tin, wolfram, steatite and manganese mines the minerals are produced from open excavations and consequently the hours of work are limited to the hours of day-light. Definite hours and shifts have not been introduced in the majority of the mines but the hours do not exceed twelve and the average is not more than eight. At Bawdwin lead ore mine and at 5 of the tin mines where the mineral is obtained by dredging three 8 hourly shifts are worked, and at 3 other

lead ore, 1 tin and wolfram and 1 copper mine two 8 hourly shifts are in operation. There has been an unavoidable delay in requiring the owners of mines other than coal mines to submit notices of the hours of shifts in accordance with Section 23-B (1) of the Indian Mines Act; but steps are now being taken in the matter. Several months will elapse before complete information will be available.

TABLE SHOWING HOURS AND SHIFTS WORKED IN COAL MINES IN DECEMBER 1930.

	No. of mines working					
	8 hours or less.	9 hours.	10 hours.	11 hours.	12 hours.	Total.
Bihar and Orissa.						
Single shift	19	8	27	8	43	105
Two shifts	3	13	14	5	171	206
Three shifts	8	..	..	..	..	8
					Total	319
Bengal.						
Single shift	7	2	9	..	11	29
Two shifts	4	4	..	1	111	120
Three shifts	5	..	..	..	..	5
					Total	154
Assam.						
Single shift	..	1	..	..	..	1
Two shifts	..	6	..	..	..	6
Three shifts	1	..	..	..	..	1
					Total	8
Central Provinces.						
One shift	2	..	..	..	4	6
Two shifts	..	..	1	..	12	13
Three shifts	5	..	..	..	..	5
					Total	24
Punjab.						
Single shift	..	..	16	..	..	16
Two shifts	..	..	..	..	..	..
Three shifts	..	..	..	..	..	..
					Total	16
Baluchistan.						
Single shift	7	..	..	..	..	7
					Total	7
Total for all coal mines.						
One shift	35	11	52	8	58	164
Two shifts	7	23	15	6	294	345
Three shifts	19	..	..	..	..	19
					Grand Total	528

(14)

Note by the Chief Inspector of Mines in India on maternity work in the major coalfields.

Jharia Coalfield.

Some months ago the Jharia Mines Board of Health sanctioned an experimental maternity scheme estimated to cost about Rs. 6,000 per annum. In November last a Maternity Supervisor was appointed to supervise the work of midwives employed at a group of collieries in the centre of the coalfield. Midwives have already been appointed at some of the collieries and others are being obtained as quickly as possible.

The Eastern Coal Company, (Bhowra, Kankanee and Pootki collieries) have had a Maternity Supervisor of their own since August 1930. She has done most excellent work in training indigenous *dais* and herself attending women and children. A Child Welfare centre was opened at Bhowra colliery in December.

Raniganj Coalfield.

For some years past the Asansol Mines Board of Health has maintained three certificated midwives to give free attendance and advice to the women of the Mining Settlement. Last year they were called upon to attend an average of not more than 6 or 7 maternity cases monthly. During the year a scheme for the training of village *dais* was prepared by the Chief Sanitary Officer, and the Board sanctioned an experiment at two chosen centres at each of which 11 *dais* were trained. Of these 22 *dais* 20 passed the examination and were awarded certificates. They each received a small box of obstetric instruments and a reward of money. The result of the experiment will be considered at the next meeting of the Board, when, it seems probable, an extension of the experiment to other centres will be sanctioned.

During the year a propaganda officer was appointed to give lantern lectures on cholera and small-pox. A few lectures on midwifery and domestic hygiene were included in the course.

* * * *

(15)

5. *An account by Messrs. The Tata Iron and Steel Co., Limited, Jamshedpur, of the working of the departmental welfare committees, the labour advisory board, the conciliation committee and works committees.*

Following the strike of March 1920 a Labour Association was formed at Jamshedpur and was recognised by the Company some time afterwards. The Company negotiated with the Labour Association on various matters brought to its notice, but in September 1922 the men struck work against the advice of their leaders. As there was no object in continuing to negotiate with a Union that obviously was unable to enforce the decision of its Executive, recognition was withdrawn. The Company in the meantime had instituted Departmental Committee and a Central Welfare Committee with the Labour Inspector as Secretary. Side by side with those Welfare Committees, a Labour Advisory Board was also established to whom were referred special cases in which employees of the Works complained of unfair treatment. The Central Welfare Committee held nearly 40 meetings and the Labour Advisory Board met on numerous occasions, but after the strike of 1922 both ceased to function. In 1924 a Conciliation Committee was formed consisting of Messrs. C. R. Das, Chaman Lall, Andrews and Manu Subedar and four employees of the Steel Company, with Mr. C. R. Das as President. The function of this Committee was to consider mutual representations made by employees and employees of the Jamshedpur Works. Changes were subsequently made in the personnel of this Committee. A result of the representations made by the Conciliation Committee was the re-recognition of the Labour Association in 1925. The Company has continued without further interruption to recognize the Association since then and for some weeks prior to the cessation of work in 1928 Mr. C. F. Andrews, the President of the Labour Association, negotiated with the Company on behalf of the Association, but finally told the General Manager that in certain respects he was satisfied that the men's attitude was unreasonable and did not consider his mediation would, under the circumstances,

be of any further use. While the strike of 1928 was in progress the Labour Association elected Mr. S. C. Bose as its President. Mr. Maneck Homi who had taken an active part in leading the strikers formed a separate Trade Union under the name of the Labour Federation the reasons given for bringing a rival organization into existence being that Mr. Maneck Homi and his followers did not approve of the Terms of Settlement arrived at with leaders of the Labour Association in September 1928. In March 1929 the Company also extended recognition to the Labour Federation, this organisation in the meantime having been registered as a Trade Union under the Indian Trade Unions Act. The Company has since then discussed cases arising out of employment and other matters with both the Labour Association and the Labour Federation. Prior to the recognition of the Labour Federation the Company had tried to revive interest in Departmental Shop Committees. Many workmen who were members of the Labour Federation would not actively participate in making them a success until the Company had recognised their Union. After the Labour Federation had been recognized, the formation of Shop Committees was discussed with the Union, and in Appendix I* in the answers to the Questionnaire the procedure of these Committees are described.

* Royal Commission on Labour Evidence Volume IV, Part I, page 166.

(i) Statistics* showing length of service of adult labour employed on 1st August 1929 in 11 jute mills in Bengal.

Serial No	Number employed.		Length of service in years.†					
			30 and over.	25.	20.	15.	10.	5 or less.
1	Males . . .	6,237	605	273	456	683	1,111	3,109
	Females . . .	902	36	28	38	43	122	635
		7,139	641	301	494	726	1,233	3,744
2	Males . . .	2,176	69	50	126	123	200	1,608
	Females . . .	573	31	7	28	32	63	412
		2,749	100	57	154	155	263	2,020
3	Males . . .	4,729	156	193	231	353	686	3,110
	Females . . .	1,282	36	40	57	60	119	970
		6,011	192	233	288	413	805	4,080
4	Males . . .	4,491	150	166	231	329	721	2,894
	Females . . .	461	2	5	10	47	110	287
		4,952	152	171	241	376	831	3,181
5	Males . . .	7,357	631	398	584	706	1,248	3,790
	Females . . .	1,356	55	33	61	94	215	898
		8,713	686	431	645	800	1,463	4,688

6	Males	6,189	497	263	477	616	1,138	3,198
	Females	1,426	49	41	29	110	170	1,027
		7,615	546	304	506	726	1,308	4,225
7	Males	10,710	144	134	459	836	1,561	7,576
	Females	2,271	13	15	61	89	283	1,805
		12,981	157	149	520	925	1,849	9,381
8	Males	3,889	‡	‡	410	341	663	2,475
	Females	198	‡	‡	4	7	30	157
		4,087	..	..	414	348	693	2,632
9	Males	4,902	221	238	344	350	739	3,010
	Females	1,571	49	51	59	103	229	1,080
		6,473	270	289	403	453	968	4,090
10	Males	4,397	188	170	295	477	736	2,531
	Females	1,287	18	19	19	99	237	895
		5,684	206	189	314	576	973	3,426
11	Males	6,336	262	200	359	396	801	4,318
	Females	2,223	39	27	105	123	306	1,623
		8,559	301	227	464	519	1,107	5,941
	Total of 11 Mills	74,963	3,251	2,351	4,443	6,017	11,493	47,408
	Males	61,413	2,923	2,085	3,972	5,210	9,604	37,619
	Females	13,550	328	266	471	807	1,889	9,789

* Abstracted from statistics furnished by the Government of Bengal.
† 2½ years or over, between each period, is counted as 3, i.e., 27½ years=30 years.
‡ The Mill started in 1907 only.

(ii) Statistics showing extent to which non-Bengali workers have settled in Jute mill areas.

Figures collected on 1st August 1929 from eleven selected concerns, including male and female labour.

Category A.—Number of non-Bengali persons born in Jute Mill lines or neighbourhood who have been employed solely in Jute Mills and who do not normally leave the neighbourhood for a native village.

Category B.—Number of non-Bengali persons not born in Jute Mill lines or neighbourhood who have worked in Jute Mills for not less than 5 years and who, normally, do not take annual leave to visit their native villages.

Category C.—Number of non-Bengali immigrants who have not worked for 5 years or more without taking leave to visit their native villages.

Serial No.	Full labour complement.	Number of Bengalis.	Non-Bengalis.														Total.
			Hindustani.			Oriya.			Madrasi.			Bilaspuri.			Other classes.			
			A.	B.	C.	A.	B.	C.	A.	B.	C.	A.	B.	C.	A.	B.	C.	
1	8,720	1,221	129	1,318	3,632	..	40	131	..	53	120	1	46	187	55	108	1,679	7,499
2	6,888	692	159	415	4,113	..	14	976	13	83	212	1	6	200	..	..	4	6,196
3	5,613	498	126	129	3,212	..	7	371	153	98	731	..	2	286	..	..	..	5,115
4	6,424	1,519	46	222	3,639	..	48	488	..	22	274	..	5	147	..	1	13	4,905
5	8,461	6,492	37	557	599	..	29	165	..	..	6	6	15	536	..	19	..	1,969
6	8,967	1,001	91	288	5,519	..	21	520	1	36	1,252	..	..	238	..	..	..	7,966
7	2,757	305	169	304	1,650	..	21	162	..	3	11	..	4	109	..	..	19	2,452
8	8,600	1,792	60	63	4,602	5	17	1,217	..	13	259	..	..	47	14	..	511	6,808
9	12,996	1,066	884	1,738	7,844	10	151	592	2	43	621	..	..	36	..	..	9	11,930
10	5,528	2,973	75	509	941	2	265	645	..	..	..	..	31	76	11	..	..	2,555
11	4,599	3,701	..	51	168	..	2	663	..	..	..	..	..	13	..	..	1	898
Total	79,553	21,260	1,776	5,594	35,919	17	615	5,930	169	351	3,486	8	109	1,875	80	128	2,236	58,293

(iii) Labour Turnover statistics from selected non-textile factories for May to October 1929.

The statistics here given are a summation of the figures submitted by 33 selected non-textile factories in Bengal. The table below is a summary of the statements furnished by the Government of Bengal, which give figures separately for Bengalis, Hindustanis, Oriyas, Madrasis, Bilaspuris, etc.

Month.	Number of days worked.		Employed at beginning of period.	Discharged.	Resigned to go away.	Given employment.	Absent at least one full week without leave.	Given employment after absenteeism of more than one full week.
	Total.	Average per mill.						
May 1929	867½	26·2	62,238	2,261	1,307	3,724	2,053	1,630
June 1929	788½	23·8	62,841	2,624	1,372	5,564	1,753	1,124
July 1929	871½	26·4	63,435	2,881	1,092	4,623	2,008	1,170
August 1929	875	26·5	64,492	4,484	944	5,321	2,018	1,285
September 1929	809	24·5	63,447½	2,939	870	3,183	1,915	1,073
October 1929	737	22·3	62,741	2,775	860	2,748	1,888	1,286
Total	4,948½	149·7	3,79,194½	17,964	6,445	25,163	11,635	7,568

(iv) Labour Turnover statistics from jute mills for April to September 1929.

The statistics here given are a summation of the figures submitted by 63 jute concerns in Bengal comprising 80 mills. The table below is a summary of the statements furnished by the Government of Bengal, which give figures separately for Bengalis, Hindustanis, Oriyas, Madrasis, Bilaspuris, etc.

Month.	Number of days worked.		Employed at beginning of period.	Discharged.	Resigned to go away.	Given employment.	Absent at least one full week without leave.	Given employment after absenteeism of one full week or more.
	Total.	Average per mill.						
April 1929	1,199	19·0	312,976	3,962	14,444	18,111	19,194	16,703
May 1929	1,221	19·3	331,630	3,974	15,918	19,238	22,226	18,894
June 1929	1,165	18·5	311,731	3,481	14,485	17,939	19,796	17,812
July 1929	1,314	20·9	312,738	3,989	12,868	15,713	18,360	18,036
August 1929	962	15·3	304,025	3,032	12,341	12,190	17,210	16,467
September 1929	1,212	19·2	311,168	3,378	9,344	13,868	16,489	17,449
Total	7,073	112·2	1,884,268	21,816	79,400	97,059	113,275	105,361

(v) Leave and Absenteeism statistics from jute mills for May to October 1929.

The statistics here given are a summation of the figures submitted by 36 jute concerns in Bengal comprising 45 mills. The table below is a summary of the statements furnished by the Government of Bengal, which give figures separately for Bengalis, Hindusthanis, Oriyas, Madrasis, Bilaspuris, etc.

Month.	Number of days worked.		Employed at the beginning of period.	Leave granted.		Persons suspended.		Absenteeism due to sickness.	
	Total.	Average.		Persons granted leave.	Average number of working days lost per person.	Persons suspended due to mis-behaviour, etc.	Average number of working days lost per person.	Persons granted sick leave.	Average number of working days lost per person.
May 1929 . . .	740	20·5	184,090	10,056	11·3	608	14·0	6,638	7·5
June 1929 . . .	605	18·5	183,474	8,045	12·0	657	9·8	6,650	7·5
July 1929 . . .	857	23·8	185,018	10,430	11·2	578	10·5	6,666	8·3
August 1929 . . .	571	15·9	184,502	7,300	11·5	699	11·0	5,132	8·3
September 1929 . .	692	19·3	182,273	8,344	10·2	368	11·9	5,646	7·9
October 1929 . . .	749	20·8	182,898	8,636	11·0	549	9·1	5,553	8·1
Total .	4,214	118·8	1,102,255	52,811	67·2	3,459	66·3	36,285	47·6

(vi) Leave and Absenteeism statistics from selected non-textile factories for May to October 1929.

The statistics here given are a summation of the figures submitted by 30 non-textile factories in Bengal. The table below is a summary of the statements furnished by the Government of Bengal, which give figures separately for Bengalis, Hindusthanis, Oriyas, Madrasis, Bilaspuris, etc.

Month.	Number of days worked.		Employed at the beginning of period.	Leave granted.		Persons suspended.		Absenteeism due to sickness.	
	Total.	Average.		Persons granted leave.	Average number of working days lost per person.	Persons suspended due to misbehaviour, etc.	Average number of working days lost per person.	Persons granted sick leave.	Average number of working days lost per person.
May 1929 . . .	790	26·3	59,837	9,654	7·0	157	5·9	3,695	9·9
June 1929 . . .	717	23·9	60,496	9,723	7·6	93	6·8	3,925	7·7
July 1929 . . .	793	26·4	60,959	10,231	8·0	125	6·8	4,220	8·9
August 1929 . . .	774	25·8	62,051	8,484	6·6	117	11·0	4,601	10·5
September 1929 . .	736	24·5	61,041	8,179	7·5	125	13·2	4,654	11·5
October 1929 . . .	667	22·2	60,279	9,368	7·2	164	5·7	3,856	7·0
Total .	4,477	149·1	364,663	55,639	43·9	781	49·4	24,951	55·5

(17)

Life Histories of 20 workers employed in the Bengal Jute Mill area in 1929.

1.—Sheikh Babu Jan (Moslem), from Chapra, Bihar, a weaver, Angus Jute Mill.

Comes of an agriculturist family. Has been in Angus for four or five years. Left his family behind. Has been back once, about two years ago.

Described as work in the mill, probably a weaver.

Eats twice daily whatever has been cooked between work times in daylight hours. Sleeps after work till the dawn. Takes no physical recreation.

Rupee 1 a day. Sends to his family what is left at the end of the month after his own wants are satisfied.

Is in the hands of the mahajans. Describes the system. Borrowing is not encouraged at Angus and there are no mahajans within the lines. But there are certain houses just outside bounds, where they can get into touch with these men. Boatmen also act as money-lenders or "go-betweens."

The system is this :—

Method A.—Through the mahajan's middle man.

Loan one rupee—Interest 4 pice per week. (1 rupee = 64 pice.)

Loan over one rupee—Interest 2 pice per week.

N. B.—Interest not paid weekly is added to the principal, and interest is paid on the sums so enhanced, at the above rate.

Method B.—Through the grocer.

Credit is given on purchases, up to Rs. 24, for a period extending over nine weeks. Interest on Rs. 24 is Rs. 3 for the first week (2 annas per rupee), and 12 annas for each subsequent week. Thus the total amount due at the end of—

One week is Rs. 27-0,

Two weeks is Rs. 27-12,

Three weeks is Rs. 28-8,

and so on, for Rs. 24 borrowed or taken in kind.

2.—Behari Rai, Brahmin, from upcountry, a spinner, Angus Jute Mill.

Has been in Angus for six years. His family live on their land and cultivate it. Some of his village folk who worked at Angus told him what a good place it was, and so he came.

"There is ease at Angus. Men are not dismissed for no reason. Angus takes care of people who meet with accidents."

These and other things his village people said, and he came, and found them true. He found other things also—likes his clean house and the open airiness (khula jaga) of the workmen's quarters; approves the school and the doctor khana. He has been home twice during his six years. He has an old mother, but there are three brothers to care for her, and they are older than himself, so he can stay on at Angus with a contented mind. He has children. His wife looks after them.

Employed as a Spinning.

He is not communicative about his domestic arrangements, his earnings or expenditure, but discourses upon custom and principles with much intelligence. He says that caste, or fellow-men, determine how much any individual should spend, that caste in itself carries an obligation as to spending.

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* The above is a selection from the life histories collected by members of the Indian Jute Mills Association and furnished to the Royal Commission on Labour by the Government of Bengal.

Thus as a Brahmin he is forced to spend far more than if he were less highly born. But as to debt, they go into debt from necessity, not from desire (*shok*). He would never go into debt because he wanted to buy something beyond his means which he did not possess. To keep the body alive debt was unavoidable. In rseponse to questions he said: "Yes, there were other things than food which were necessities to such as he, *e.g.*, the marriage of his children with expenditure of an expected figure, the performance of the ceremonies throughout life, and at death, etc." He had no ambitions. His children he wished to be as himself. He wanted to stay at Angus till he could work no longer; and then he wanted to return to his village and buy land, and live upon the land, and sit in his doorway at the time of the setting of the sun.

3.—Ram Kalavayan and his wife, Parvati (Hindus), Mala caste, from Dighaghat, Behar, piece-workers.

The man worked here first for many years. Then returned to his village and brought his wife.

Piece-workers in the mill. The man weaves. The woman's description of her work indicates winding.

They are up at 5 a. m.

5-30 a.m. to 11 a.m. at mill.

Recess.

1-30 p.m. to 7 p.m. at mill.

The woman cooks and does all the house work in between the mill work. The man brings in the wood collected from the compound. The children also pick coal from the mill ashes and bring it home for firing.

Rice and dal, potatoes, brinjals, and any available vegetables, and chapattis. They cook twice a day, once at mid-day, once in the morning, and drink tea at 5 a. m. before going to the mill to work. Tea drinking is a habit acquired at Angus. They live better here than in their village or than their people live still.

A girl, aged 5, and a boy, aged 2. They cannot tell when or how often they have been away on leave, but say that they do remember that the boy was born when they were on leave.

Are not clear about amount earned; say it varies.

They cannot tell how much they spend a day on food or how much at any time on anything.

Their house is cleanly kept. They have one room and two beds. The fire-place is in a corner of the room. In the verandah they stack wood and coal. They say Angus is a splendid place; that the air is good here and their health good. They have learnt to take a daily bath in the tank. Their clothes are not very clean, and the children are rather unkempt, hair unoiled (a characteristic omission). The woman says she has no time to attend to them. When they have money they live well. When funds are low they live less well, cut down a vegetable or so. Dal and rice they always eat and chapattis of coarse rye or wheat. Rs. 5 a month they send to the man's old mother. This they never interrupt. Savings, if any, are put into ornaments. They have no dealings with mahajans.

4.—Noormahamad, a weaver, Titaghur No. 2 Jute Mill.

This upcountry Muhammadan young man was born at Badlapur in the district of Jaunpur in the year 1903. His father, who had no fields of his own, used to work in the fields of others and with great difficulty managed to defray the expenses of his family of five members. As he was not in a position to send his son to school he used always to take Noormahamad along with him to the fields to learn the work of peasantry. As ill luck would have it the father of Noormahamad one day died of cholera. Now this Noormahamad had a maternal uncle of moderate means, who was an inhabitant of the village in which this poor family lived, and who used to send rice for the family, so that being helped by this uncle and some of the neighbours, Noormahamad, his mother and three other children, two boys and one girl, were saved from starvation for the time being. Noormahamad was only a boy of 20 when his mother was compelled to send him to work in some of the jute mills near Calcutta, being advised to do so by many of her well-wishers, some of whom were mill employees of this province. He started as a shifter boy, but very soon became a spinner. Now as

many of his villagers were in the weaving and as he saw they had a good income he cherished an ambition to be a weaver and, in order to fulfil this object, used to go in his leisure to the Weaving Department to help his villagers in their work. Noormahamad thus acquired good practice in the art of weaving. Soon afterwards he was fortunate enough to secure a weaver's job. He has become a skilled weaver now by dint of diligence and earns about Rs. 40 per month. He lives in the rented house of a bariwala of this province for which he pays one rupee per month. He eats in a boarding-house only a little way from the mill and his food costs him Rs. 8 per month. With the improvement of his pecuniary means his mind has become a little refined. He takes tea twice daily, smokes biri (Indian cigarettes) and at the week-end is in the habit of going to the cinema in Calcutta, but as he always remembers his past poverty and being rather a virtuous Muhammadan himself has never indulged in any other vice. The only intoxication he indulges in is the drinking of toddy. These items cost him Rs. 5 per month. He goes to his mullock (native village) once a year to see his mother, brother and sister. He remits a small sum of Rs. 15 to his mother every month. As he is now a young man about 25 years old he has got married. This has put him to some debt no doubt, but he is sure to clear it off in time provided no stroke of misfortune comes on him.

5.—Mangari, a female worker, Titaghur No. 2 Jute Mill.

She was born at Neitar in the district of Mirzapore. Her father used to work in the leather godown. At the age of ten she was married. After she had passed a few days in the house of her husband her father brought her to his own house. At that time the father, and mother and daughter began to work together in the store house for their subsistence. When Mangari grew to be a young lady she went to her husband's house. Her husband was in straightened circumstances, so he left his native home and came to Titaghur with his wife.

On her arrival she was posted in the house of a relative of her husband. Her husband was first employed in the Weaving Department. A few days later she resumed work in the Preparing Department drawing Rs. 8 per month. After five years' work in the jute mill a daughter was born to her. Her father, who lived in retirement in his ancestral home, died of heart failure. As soon as the news of her father's death reached her she immediately hastened to her home. After a few days' stay there she again returned to Titaghur with her bereaved mother who was also employed in the same department; five years after her husband's life was cut short by the fell disease cholera which was caused by excessive drinking liquor. The deceased husband left behind at his death his wife, daughter and aged mother in destitution to mourn his loss.

After the death of her beloved husband began the turning point of her life. She continued as usual to work in the mill with her mother. She proved all along to be a good and steady worker. On no account did she absent herself from the mill. She lives economically.

Her sister is a barren lady and through her request she has been induced to marry again. The husband has landed property in his native land, but as he had no male issue by his first wife he married the widow.

Now they live peacefully by working steadily in the mill.

6.—Gania, a female worker (native of Sudhghara in the Monghyr district), Titaghur No. 2 Jute Mill.

Her father's occupation was cultivation. When she was ten years of age her parents left their home as a result of adverse circumstances and came down to Titaghur, the place of the great jute industry. They all were employed in jute mills.

After two months' service in the mill she was married and at that time was working as a half-time shifter. She earned Rs. 5-8 per month. When she grew up to be a young lady she went to the home of her husband. After a few days' rest they again entered the mill and served in the Preparing Department. This time she got the increased pay of Rs. 8 per month. Her husband was in the habit of drinking and smoking ganja and in addition to this he was prone to gambling, so that he spent nearly the whole amount of his earnings. His wife was on the contrary of frugal habits and learned thrift from her deceased mother. She tried her best to retain the ornaments which she got as dowry from her parents, but on account of her husband's extravagance, recklessness and indulgence in drinking to excess she ran into great debt and could not retain them

any longer. Recently her husband stole the money of the bariwalla and was arrested and condemned to six months' rigorous imprisonment. Gania is a woman of extraordinary ability and is noted for her economical habits. Even the arrest of her husband did not daunt her.

She now gets Rs. 11 per month and manages to live from hand-to-mouth with great difficulty.

She has been working satisfactorily for the last 24 years.

7.—Gobardhan, native of Koari in the Muzaffarpur district and worker, Titaghur No. 2 Jute Mill.

His father was a husbandman. Gobardhan had two brothers. They helped their father in his agricultural pursuits. After the demise of their father their land was equally divided, and the income being inadequate to meet their family expenses Gobardhan left his ancestral home to try his fortune when he was twenty years old.

He came to Titaghur and stayed there with his relative who secured for him a job as a cooly in the Preparing Department in the local jute mill where he worked for eight years on a monthly wage of Rs. 12. During that period he went to his native village where he resided with his brothers for three months. His brothers got him married. He spent Rs. 100 to celebrate his wedding ceremony. Being hard pressed he again came to Titaghur for work. A few months later he was raised to the post of Cooly Sirdar. He is now getting Rs. 22 per month. A year afterwards he again returned to his native land and stayed there for a short time, then brought his wife to Titaghur. They both lived in a bariwalla's house paying Rs. 1-4 per month for house rent. He got his wife employment in the mill and she began to earn Rs. 9-8 per month. After the birth of a child his wife was taken to her parents. Meanwhile his brother-in-law with whom he lived died in Titaghur and Gobardhan fell in love with the widow of the deceased brother-in-law. Through the help of a sirdar he secured a job for her in the same jute mill. His father-in-law being poor was unable to maintain his daughter any longer and sent her with her child to her husband at Titaghur. They all worked together for 15 years. Saving a large amount of money a year Gobardhan began to lend money to his fellow-workers at a very high rate of interest. During his stay at Titaghur he has contracted the habit of drinking tari. He spends Rs. 6 a month on liquor and Rs. 2 on pan biri. He gets much profit by selling the milk of cows and goats which he keeps for this purpose. He is now 50 years old. Recently he purchased a plot of land from his relative in his native village. At present he, with his wife and illicit lover, continues to work in the mill and lives in affluent circumstances.

8.—Palaia, a native of Ratadapur in the Ganjam district of Madras Presidency and sardar, Titaghur No. 2 Jute Mill.

His father was a weaver by caste and had five sons. Palaia from his boyhood was trained in his father's trade. When Palaia was ten years old he married. His father finding himself unable to maintain his large family left his home and came to Titaghur with his family.

Palaia was 20 years old when he first came to Titaghur. He took a room in the Company's cooly line and secured a job in the Spinning Department as a cooly earning Rs. 8 per month. After a few months' work he was dissatisfied with such a small amount of income so he gave up the job and obtained employment in the Preparing Department as a rover. His wage there was Rs. 10 per month. In the meantime he returned to his native land and after staying there for a few days brought his wife and found her employment in the Preparing Department. A few months passed in this way, then he became a drawing sirdar with a salary of Rs. 16 per month.

Two years later he was raised to the post of head sirdar with a monthly income of Rs. 25. He has four children. In course of these few years Palaia with his wife and children returned to his native land and lived there for six weeks. They again returned to Titaghur for mill work. Subsequently he spent Rs. 300 on the marriage ceremony of his three daughters in quick succession. During the period of the sickness of his wife a woman frequented his house. Her personal charm was attractive, and Palaia sirdar soon got enamoured of her and began to live with her as her husband. She gave birth to four children. Both his wife and kept woman worked in the jute mill. They began to collect wood

from the distant forests on the off days and would sometimes sell it in the neighbouring markets. He is addicted to drink and spends Re. 1 per week on it and 10 annas on pan biri. He has become liable to a debt of Rs. 200 for the marriage ceremonies of his illegitimate daughters. He has pawned the ornaments of his wife. They are still working in the jute mill.

9.—Bochu Nilkanto (Madrasi), drawing sardar, Shamnuggur Jute Mill.

Bochu Nilkanto was born in the village of Bramontarla in the Ganjam district. His father was a weaver or Tanti by caste. He weaved cloth and sold it in the market which was the only source of income he had to support his family. On the death of his father his mother came to Serampore with him when he was 12 years old. His mother secured a job in the Serampore Cotton Mill while he got a job as a spinning shifter in the India Jute Mill. He worked there for two years and then left the place in order to secure some better job at Titaghur. Here he got a job as a spinner in the Titaghur Jute Mill, while his mother worked as a breaker feeder. Both of them remained at Titaghur for four years, then went home. His mother got him married and he then returned from his home with his mother and wife to Shamnuggur where he got a job as a rover on a wage of Rs. 2-13 per week. His mother and wife worked here as drawing feeders and lived in the Company's cooly lines with a nominal rent of annas 6 per month per room. Here he associated with bad company and thereby got into bad habits of drinking and gambling. Therefore he spent everything he earned and began to borrow money in time of need. His mother died here so he had to incur more debt to perform the "Sradh ceremony". He worked five years in his present job as a rover and was then promoted to assistant drawing sirdar on a wage of Rs. 5-5-3. He paid regularly interest to the money-lenders of anna 1 per rupee per month on the total amount. After a time his money-lenders pressed him hard to pay the money and he was compelled to borrow money from Kabulis paying interest at the rate of anna 1 per week per rupee. His debt was too high to pay the interest regularly to the lenders and the money-lenders regularly pressed him for the money. Being unable to clear the debt he was compelled to leave this place and went to Jagatdal where he worked as a rover in the Alliance Jute Mill, but the money-lenders went there and pressed him hard. For this reason he sold his wife's ornaments to clear his debt. He came back again to Shamnuggur and got drawing sirdar's job on a wage of Rs. 4-13 per week. Now he spends Rs. 3 per month for drinking. After working in this job he was transferred to drawing line sirdar on a wage of Rs. 6-2 per week, but on account of bad habits of drinking and gambling he incurred more debt and is still in the hands of the money lender. He is now 40 years old and does not go to his native country. His health is good.

10.—Dor Basona (Madrasi), rover, Shamnuggur Jute Mill.

Dor Basona was born at Battilee in the district of Ganjam, Madras Presidency. His father was a weaver by caste and worked as a weaver and supported his family by the income of the products. Dor Basona helped his father all along with his work, but owing to the downfall of the cloth market he was bound to incur debt to maintain his family and instructed Dor Basona to go up to Calcutta to seek for a job with his neighbour who is a jute mill worker in Calcutta. Dor Basona came with his neighbour to Titaghur and stayed with him there. His neighbour tried to get him a job. After a week or two he secured a cooly's job in Titaghur Jute Mill in the Preparing Department on a wage of Rs. 2-3 per week. After working for a year or two he went home. His father got him married there. On his return from home he came up to Shamnuggur and got a jute cutter's job in the Shamnuggur Jute Mill on a wage of Rs. 2-15 per week. He used to send Rs. 6 regularly to his father per month. Hearing the death of his mother he went home and stayed there for a month or two. This time he came back with his father and wife, and now is working as a rover on a wage of Rs. 3-1-6 per week. His wife is working as a drawing feeder in the Preparing Department on a wage of Rs. 2-3 per week while his father works as a cooly on a wage of Rs. 2-11-6 per week. He is now 35 years old, and does not drink. He likes to stay here and has saved some money. He has given some gold ornaments worth about Rs. 200 to his wife.

11.—Jumrati Miah, weaver, Kinnison No. 1 Jute Mill.

Caste (Sheikh Momin), age 49. Born in Sallapore village, Chapra district, his parents were hand-loom weavers and with the assistance of their son and daughter they earned about Rs. 4 per week. At the age of 20, trade being

very dull at his village, an uncle brought him down to the mills in Calcutta, where he could earn more money working a power loom. His first job was in Union South Mill as a daily weaver. After 12 months he secured a loom in the same mill earning Rs. 5-6 for six days' working. He managed to save Rs. 2 per week out of his earnings, which he sent home to help his parents, with their rents, etc. He was able to go home for two months in the year to see his people. After having worked eight years in Union South Mills, he joined a friend staying in Titaghur and secured a job in Kinnison No. 1 Mill as a weaver, his wages averaged about the same, Rs. 5-6 per week for six days. He has continued at Kinnison as a weaver for 16 years going home at the end of every year for four months to attend his lands. He sends Rs. 10-12 every month from Titaghur to maintain his family. At present he earns Rs. 6 for four days and Rs. 7 for five days.

Jumrati Miah was married at the age of 15. His father provided the money out of his savings for marriage expenses. There are three sons—the eldest works on his father's land, the other two attend school at Sallapore. Jumrati lives in the Grand Trunk Road Kutcha Lines, Titaghur, and pays Re. 1-12 per month rent for the house. He has never touched intoxicants in his life. His wife lives at Sallapore attending to household duties and comfort of the family.

Not being well developed physically he does not look very healthy, but states that he has never had any serious illness.

12.—Narsama Kurmi (Madrassi female), Rover Feeder, Howrah Jute Mill.

Was born in Ganjam, age 24 and is the daughter of Chandraya Kurmi, an agricultural labourer. Her father had a plot of land about three bighas but it was insufficient to support the family of three sons and three daughters as well as the parents. The father died when the witness was very young, and her brothers endeavoured to carry on. They managed to keep the family together for a number of years by hiring themselves out to work for other land-holders besides doing work on their own land.

Witness was married at the age of 13 or so. Her husband was on the railway and got a salary of Rs. 23 per month. He died of consumption after they had been married two years. There were no children.

After the death of her husband the witness found she could not earn a living in her native place, and her brothers were not willing to receive her back into the family on account of the extra work it would give them to keep her.

One day she heard from a man who had just come from Calcutta and was on holiday in his native place, that there was work for women in the jute mills in Calcutta, and that it did not matter whether one was a widow or not.

Accordingly she borrowed her fare from her married sister and set out for Calcutta by herself in search of work. Her fare was over ten rupees.

She arrived at Howrah terminus and was there directed by a Hindu whom she had met on the train. He put her on a tram car and told the driver to put her off at the Madrassi lines. Witness could not at that time speak Hindustani. The tramway man told her to get off about the place that she lives in now, and there she saw some people of her own country to whom she was able to speak.

One of the Madrassis took her to a sirdar of the mill, and after promising to pay him the sum of two rupees from her first wages, he said he could get her a job.

(This statement was retracted on being read over to witness; but it is probably true.)

He gave her work in his line in Howrah Mills as a receiving maghi at a drawing machine. She got wages amounting to Rs. 2-4 or so. Later she got work as a feeder on a roving machine at Rs. 2-14. She likes that work best.

Witness has been in Bengal for five years altogether. Has not been in Howrah all the time; for after a while she had trouble with a sirdar and was obliged to leave, when she went up to Serampore, and from there to Titaghur. Has also worked in Rishra. Came back to Howrah after she had been on leave in her country as she found the sirdar who had annoyed her gone.

Would not think to her own place to try to work now, as there is not enough to be made at any work she could get. Knows the people there are half starving.

Prefers Howrah to other bazars because she came here first and found good water. Food is cheaper in other places but does not think the quality is so good. Fuel is very dear in Howrah. House rent is dear also. Witness lives with three other women in one room in the house of the Keeper of Dubarria Bazar, Ramkristopur, for which witness has to pay As. 12 per month as her share.

Finds it possible to live on her pay, and can save a little. Has been able to return to her native place several times. Has just been able to buy a pair of gold ear-rings for herself at a cost of Rs. 14 the pair. Has some other jewellery.

	Rs.	a.
Cost of food per week	1	10
Cost of pan per week	0	5
House rent and sundries	0	6

Has to buy about six saries in a year, costing about Rs. 1-10-6 each.

13.—Kamala (Oorya female), drawing machine feeder, Howrah Jute Mill.

Was born at Narsingpur in Cuttack, age 20 years. Father worked on the railway and was shifted to Howrah in the course of his duties some eight years ago. Family joined him a little later. Mother and one sister.

Three years ago the father died leaving the family unprovided for. The mother and two daughters were obliged to work, and all found work in the Howrah Jute Mills.

Witness married, some three years ago, a worker in the Howrah Mills, who works at a roving machine. Husband has been sick for the last three months and has not been able to work. Witness has had to provide for him. Has no children. Wages of witness amount to an average of Rs. 2-8 per week, and upon this the two people cannot live. Has been obliged to borrow the sum of Rs. 20 and pays interest at the rate of Rs. 2-8 per month. Gave no security. Hopes to repay when the husband is better. Husband will not take medicine from the mills dispensary as he says it will break his caste. Resides with her husband in the house of Abdul Sirdar in Thekeapara, Howrah.

Prior to the illness of the husband the married life of the witness was happy enough. Both were able to go to their native place for a holiday this year for three months, and it was on their return to Howrah that husband took ill. Usually had enough money to live well and save little, but finds living very hard now.

14.—Myna Khandayet (Oorya), jute selector, Howrah Jute Mill.

Born at Puri in Orissa, the son of a labourer on the land, his age is 45. His father was at one time possessed of a little land, but on account of bad harvests and famine, had to sell it little by little till it was all gone. Thereafter had to eke out an existence by working for hire. Witness recollects the hard struggle the parents had to maintain themselves and their family. Witness had only one brother that he recollects of but there may have been other children that died. Both parents died a long time ago, but the brother still lives in the old place. He is older than the witness.

Witness was obliged to seek work outside of his native place some time after his parents died. He had married in the meantime. Work was hard to get and food was scarce. Having heard of the good wages paid to workers in the mills in Bengal he decided to come here. Borrowed money to pay his fare. On arrival was lucky enough to find work almost at once in the Howrah Jute Mill as a jute cutter on a pay of Rs. 2 a week average. That was 17 years ago. Later he was given the post of jute selector which brings him in now about Rs. 5 a week, quite often more.

He resides in the house of Sitaram in Mullickphattack, Howrah. Witness's wife has never come to Bengal and he has had to keep her all the time in her own country. He sends her about ten rupees a month. He also has sent money to his brother, who is now in chronic ill-health, regularly since he came

to Bengal. Witness has never gone to any other mill as he is known here now and has a good job which he cannot afford to lose.

For many years was not able to take a holiday to go to his country, but later was able to go for about a couple of weeks. Now goes every three years or so but only for two weeks. Has no children. One son of the marriage died at the age of seven of cholera.

Cannot save money on account of the money he has to send home. Now eats a little opium because of body pains he had some three years ago. Feels the better for the drug. Could not do the work he does without it. Eats pan also to the extent of some four annas worth a week. Monthly expenditure may be shewn as—

	Rs.	a.
Food	7	0
House rent	1	0
Clothes	1	0
Opium (1 tollah)	1	14
Pan	1	0
	11	14

15.—Abdul Khan, cooly, Preparing Department, Champdany Jute Mills.

He was born in the village Tikari, 14 miles off from the town of Gaya. His father, Akbar Ali Khan, was a gardener in the estate of Raja Rung Bahadur of Gaya. His father used to remit money to his mother and brothers at Tikari and would go home two or three times a year. He had three elder brothers, two of them in the service of the Raja and they stayed with their father. One was at home and used to do manual work in the fields belonging to his father. He had two sisters. They were married and went with their husbands.

He was at home for fourteen years and did not get any education as there were no facilities in the village at that time. When he was a boy of fifteen years old his cousin, who was a sirdar in the Champdany Jute Mills in the district of Hooghly, brought him there and had him admitted in the said mill as a shifter boy in the Spinning Department on a wage of 10 annas per week. He remained in the same job for five years. After that he worked as a spinner for nine years at Re. 1-8 per week. After working there fourteen years he went to his mulluk and was married, and stayed for three months at home, then he returned to Champdany Jute Mills leaving his wife at home and got a job in the Preparing Department on a wage of Rs. 2-8 per week. He lived in a kutcha house (2 rooms and little verandah) in the lines of Champdany Bazar, and paid a rent of annas 10 per month. He has not been to his native land since then

After two years he brought a young woman from Barrackpore and lived with her at Champdany. When his mother heard this news she came with his wife and elder brother to Champdany. His elder brother returned home leaving his mother and wife with him. The mother died within a week of her arrival. Thereafter he lived with his wife and the woman whom he brought from Barrackpore in the same house in the bazar for which he paid Re. 1-4 rent per month.

He had four sons and three daughters by his wife, but the woman referred to had no issue and died ten years ago. He is now living with his wife. One son, who works as a coachman of a hackney carriage in Champdany, gets Rs. 20 per month, this son lives with his wife in a house of his own and does not give any support to his father. He had three daughters married, two of them died and the other one is living with her husband at Champdany. He spent Rs. 50 to Rs. 60 at the time of marrying each daughter. He is not in the habit of taking any intoxicating liquor. His age is seventy (approximately) and he is working as an oiler in the engine room on a wage of Rs. 4-4 per week.

He has no debts and no surplus money with him, his income enables him to live without incurring any debt.

16.—Biro (Oriya), calender cooly, Champdany Jute Mills.

He was born at Kurangiri in the district of Cuttack. His father, Bimbadhar, was a farmer and lived on cultivation, Bimbadhar had four sons, three of them died before attaining maturity. The income of his father was not sufficient for the maintenance of the family and he could not give any education to his son. When Biro was sixteen years of age he was sent to Rishra in the district of Hooghly, Bengal, with one of his countrymen who then stayed there. Through his help he secured a job as a drawing cooly in Rishra Jute Mills, and earned Re. 1-8 per week. After working only ten months he went to his native land and stayed there for a year. He then came to Champdany and obtained a job of a gardener in the European quarter of the mill at Rs. 2 per week. He worked there for a year and left the mill for his mulluk, where he remained for only ten months. He returned to Champdany and got a job in the presshouse on piece work, earning approximately Rs. 3-8 per week. He left the work and went home. After six months he came back and was employed as a Calender Sirdar in the Finishing Department on a wage of Rs. 5-8 per week. He worked there for two years, then left and went to his home up-country again. There he was married at the age of 26 and lived with his wife. For two years he lived on cultivation. At that time he had two sons and one daughter and it had become impossible to maintain his family on the earnings he made, so he was compelled to come back to Champdany where he was employed as a calender cooly on a wage of Rs. 4-8 per week. He had two sons and two daughters. The sons and one daughter died in their childhood, the other daughter married and he incurred a debt of approximately Rs. 300. He visits his native land once a year and stays there five or six weeks. He is now at the age of fifty. He was never addicted to drink. His debt will take a long time to clear off.

17.—Mongal, a Bilaspuri worker, Victoria Jute Mill.

He was born at village Mochi, district Bilaspur. His father had some land and Mongal and his two brothers helped him with the cultivation.

When Chinoo, the father, died, the land was divided between the three brothers. Owing to the failure of crops Mongal was unable to pay the rent for his share for two or three years. The zemindar therefore attached his land and he lost it.

He then set off with his wife and daughter to look for work on the railway and was in the employ of the Bengal Nagpur Railway for about a year.

He then went to Fort Gloster Jute Mill where he worked in the Batching Department for about eight months.

This place, however, did not suit him or his family very well, so, knowing that his brother-in-law Bhikari was a Recruiting Sirdar at Victoria Mill, he made up his mind to try and get work there.

Bhikari looked after them on their arrival and got them taken on in the Batching Department, where they have now been working for the last nine years.

They were also given a room rent free in the Company's lines.

Their united average income is Rs. 23 to 24 per month. Mongal has no permanent debt, but from time to time borrows small sums on the "Kisti" system.

His first wife died six years ago but he married again.

He has been home twice since he came to Victoria, staying for six or seven weeks each time.

He intends to go home again next year and this time he hopes to purchase some land and remain at home permanently.

If his plans fail he will return to Victoria.

18.—Jhumrathi Miah, a Bihari Muhammadan weaver, Victoria Jute Mill.

He was born in village Chak Barkooriah, district Muzzafferpore, his father being a hand-loom weaver there.

In his youth he learned to work a hand-loom. He then left home and went to Telinipara with his brother who was a weaver in Victoria Mill.

He at once obtained employment in the Spinning Department as a shifter, but after working there for some time he started work as a cop winder. He then changed to the weaving and for the last 20 years has been working as a sacking weaver. He has been in Victoria for over 30 years altogether.

Four or five years after he came to Victoria he was married. Sixteen years later this wife died, her only son having died as a baby. He married again and now has his old mother, his wife, three minor sons and a daughter living at his native village where he has a house of his own and a plot of land.

This land has been let out to a tenant who gives him half the produce of the land, his share amounting to about 10 to 12 maunds rice and three to four maunds wheat. This is stored in his house for the use of the members of his family.

His average monthly income is Rs. 25. In order to repair his house he had to take a loan of Rs. 300 from his landlord, for which he pays interest at 4 per cent.

He hopes to be able to clear off his debt in two or three years.

As soon as he is old enough, his eldest son will come down and help him with his income.

He lives in a rented house for which he pays Re. 1 per month.

He goes home about every three years and stays for a couple of months.

19.—Khedoo Miah, a Muhammadan weaver, Victoria Jute Mill.

He was born in village Ojha Amlaki in the Balia district. His father, Daulat Miah, was a handloom weaver and Khedoo was trained in this work also.

As, however, they could not make enough from their hand-loom, Daulat sent his son with some of his fellow-villagers to look for work in a jute mill.

He came to Victoria and soon learned how to work a power loom. He worked as a weaver in Victoria for 28 years, but now he is an old man and is working as a daily weaver.

As a weaver his monthly income was Rs. 25 a month, but at present it is only Rs. 15 to Rs. 16.

His son, who was also a weaver in the same department, is now a Daily Sirdar, and he is getting about Rs. 25 per month.

He has a wife, a daughter, his son's wife and two grand-children living at home. Though his son gives him all his income he has never been able to save anything, but he has no debt.

He lives in a rented house for which he pays Re. 1 rent per month, and he and his son go home every two or three years for two or three months.

20.—Mohan Noonia, a Hindu worker in the Machine Sewing Department, Victoria Jute Mill.

He is the son of a cultivator and was born in village Leduhi in Balia district.

On his father's death, while Mohan was still a boy, he was taken charge of by a relation who was a worker in Samnuggur Mill. This relation leased out Mohan's land and took him and his mother with him to Samnuggur, where he obtained work as a hand hemmer. He worked there in this capacity for three years.

His mother then returned to her native village as she did not like the idea of the house remaining unoccupied for so long.

Mohan and his relation crossed the river and obtained work as mason's coolies at Victoria Mill which was then under construction.

When the mill was completed and started they both got work as hand hemmers. Mohan remained in this job for over three years and then he changed to the machine sewing where he has been working ever since.

Shortly after he came to Victoria his mother died at home, and the relation who had befriended him also died. Mohan, however, was quite happy at Victoria, and instead of going back to his native village, preferred to stay on at Telinipara.

He has now been working in Victoria Mill for over 40 years.

He has a wife, one son and five daughters. He had another son who was also working in Victoria as a Shifting Sirdar in the Spinning Department but he died.

His wife and three of his daughters work in the Hand Hemming Department, and have a total monthly income of Rs. 20 to Rs. 25. He himself earns about the same amount. The income from his land at home is about Rs. 40 to Rs. 50 a year.

He has also a cooly line in the mill bustee consisting of 50 rooms. These bring in Rs. 40 a month, less municipal tax and zemindar's rent.

The land on which these houses are built is his own.

He has no debts and no vice and lives very happily with his wife and children.

He goes home every third or fourth year for two or three months.

(18)

Statistics relating to Lascar Seamen for the port of Calcutta, furnished by Captain H. F. Darvell, Shipping Master, Calcutta.

Registers have been maintained since 1887, *i.e.*, for the past 42 years.

There are now in use 982 registers, with the registers is a Card Index system, this, however, is incomplete as shewn here :—

Number of Cards completed . . .	125,029	
Number in arrears	108,713	
Registered seamen—		
The number of seamen registered to November 1929, *i.e.*, to whom continuous discharge certificates have been issued		233,742
Deceased—		
Of this number we may estimate 25 per cent. are now deceased as men much older than the recruits of to-day took out continuous discharge certificates in past years, when the recruiting was open and unchecked, we therefore deduct . .	58,435	
Left sea-service—		
In addition to this figure the number of men who although still alive have voluntarily given up the sea (will include the aged men, and the 1st voyagers who give up after the 1st voyage) or men who are invalided permanently, we may estimate 15 per cent., therefore deduct	35,062	
		—93,497
Approximate figure of men available for employment		140,245
At sea—		
On engagements, *i.e.*, in employment at sea on Foreign Articles at any time are approximately	50,000	
On engagements, *i.e.*, on employment at sea on Coasting Articles at any time there are approximately	3,000	
Approximate total of employed . . .	53,000	
Men in Calcutta—		
Seamen actually in Calcutta at any time (this will include those who are permanently residing here both Indians and Goanese and those standing by for ships we may estimate)	12,000	
Men in the Country Districts—		
This will leave a figure for the men away at their homes in the country districts, cultivating and resting . . .	75,245	
Total effective as above . .	140,245	

1914-15	7,101
1915-16	8,285
1916-17	7,404
1917-18	5,856
1918-19	7,346
1919-20	5,821
1920-21	4,963
1921-22	7,918
1922-23	10,562
1923-24	9,126
	74,382

During these 10 years from 1914 to 1924 74,382 new men were recruited as new seamen, and issued continuous discharge certificates with which they could go to sea if they could find jobs.

A check on this procedure was commenced in 1925, the number enrolled gradually reduced by my orders until later this open enrolling or recruiting was stopped altogether and no new men were permitted to take out a continuous discharge certificate unless a job was open for him, and a written request to issue a continuous discharge certificate was obtained from the Master or officer of the vessel who undertook to sign him on and this is only done in these days when a vessel is signing on her crew. These new recruits now-a-days all get away to sea and average about 5,000 new men yearly.

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(19)

Note by Captain H. F. Darvell, Shipping Master, Calcutta, on the difficulties to be met with in attempting to carry out the recommendations of the Clow Committee Report.

Directed by Government in December 1924 to examine the whole question of the establishment of a Recruitment Bureau for seamen at the port of Calcutta in the light of the Clow Committee report and correspondence forwarded to me for perusal, these covering the work of the Committee and embodying the ideas and opinions of all parties interested including the Bengal Chamber of Commerce, the matter contained in these documents was thoroughly examined, and with many years of experience with lascar seamen ashore and afloat to assist me, it appeared to me that the scheme outlined for this Bureau bristled with difficulties, these difficulties were apparently seen to exist by Government also by the Bengal Chamber of Commerce who gave little encouragement to the scheme.

The main object of the scheme was understood to be the alleviation of the corruption and bribery said to exist owing to the system of the supply of crews through licensed brokers and *ghat serangs*.

From the outside, however, I concluded that the reports on bribery and corruption had been greatly exaggerated by interested parties; the practice however of bribery and corruption certainly existed amongst the Indian seamen as all knew.

Following a careful examination of the whole question I informed Government of the conditions existing in an early and confidential report* and these conditions it appeared to me the Clow Committee had not taken cognizance of.

Concerning the difficulties to be contended with the Committee had missed the significance of the existence of the huge mass of men to be dealt with; the loose and indiscriminate enrolling of men and boys that had been going on for years past had seriously overstocked the market, and much of this was useless material, possibly unfit for sea service of any kind as they were never at that time medically examined before being granted a certificate.

Numbers of these men and boys entering unchecked and eager to take up the sea calling were apparently only too willing to pay anyone who would place them on a vessel.

My present day figures were furnished† to the Commission during my examination and earlier figures had been furnished to Government during the first months of my work together with my plans for checking this influx, and my plans for checking the bribery practices prevalent amongst the seamen.

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* Not reproduced here.

†Royal Commission on Labour Evidence, Volume V, Part II, pages 260-261.

In my opinion with the existence of this vast number of men far in excess of the requirements we had the field in which the practice of bribery and corruption was likely to be a fairly extensive one.

The recommendation of the Clow Committee for the establishment of a State organisation, *i.e.*, an employment bureau for the supply of crews from the numbers of men whose names were to be entered on elaborate and numberless registers had no doubt been thoroughly examined by Government between the years 1922 and 1924, and being directed myself to further examine the whole question I did so and reported to Government the following difficulties we were to contend with, whilst of my own volition I proceeded at once to work, and directed my personal efforts towards the elimination of certain of the prevalent practices and the early contact of the licensed brokers and *ghat* serangs with the crews they were supposed to be supplying, and in this, after a certain time had elapsed I considered I had been fairly successful.

Outlining the difficulties to be met with in the pursuance of this Bureau scheme. Firstly, we have the vast number of men to be dealt with, these out of all proportion to the requirements for the available ships, and even if we could succeed in distributing the available employment amongst these men, the best of the men who are invariably sought after by the Masters and agents would have much less average employment than they now enjoy, the procedure would be grossly unfair to the steady seamen who may wish for a continuity of engagements to enable them to qualify for the bonuses and pensions several of the shipping companies now give their seamen after a long period of continuous service in the company.

Secondly, there are about sixty different ratings employed on ships carrying Indian seamen and the number of bureau general registers would run into many hundreds as each rating would require its own register. It was also proposed that separate registers should be maintained for each Line that so desired, and separate registers were to be maintained of types of crew that do not normally sail together.

The compiling of more and more registers would go on indefinitely with the new recruits coming along steadily to replace the men falling out and deceased, and the work of removing names from one rating register to another next higher rating register as men are promoted would go on continuously and there can be no doubt that in course of time the Shipping Office would not hold the registers.

A large and ever increasing staff would be required to work these registers and extended premises would be necessary, the registers were to be compiled firstly from the names already on the Branch Shipping Office record registers, which still contain the names of some thousands of deceased seamen who had died in the districts throughout the past years and of whose deaths we have no record.

From these employment registers for this proposed State organisation when they were completed, the ratings required to make up a ship's crew were to be selected by agents or Masters and Officers, and the scheme was to be directed towards the provision of jobs for the seamen in order of rotation, the very important leading ratings, the *serangs* were to have practically no power or choice where the putting together of a crew was concerned. . . . . .

There had been put into practice no such scheme as this for the recruitment of crews in any other country to my knowledge, the roster system had been experimented with in England with European seamen but had failed, and there we had seamen each man of whom can stand alone and look out for himself, not minding with what men he sails or on what ship he engages, whereas the lascar seaman cannot stand alone, on board ship he needs the support of his friends from his district and will seldom engage unless they are to be with him.

Only a few of them can stand alone and find for themselves; they engage in groups and the rejection of an important man from a group by a medical officer means that the whole group may step out and refuse the engagement offering. The *serang* it is stated by masters, officers and agents must always have the main say in the putting together of the crew for his department and with this I agree, he must hold them together, he, however, must have associated with him good *tindals* whom he knows will work under him and not undermine his authority or try to usurp his job, two or three *tindals* are usually carried and these have their groups of friends or supporters from their

home district with them, in practice it may be said that the lascar crew just put themselves together at the outset, the *serang* having the greater say in the construction of the crew.

Until the lascar seaman (engine department or deck) can stand alone, *i.e.*, until he acquires assurance in himself it cannot be seen how a lascar crew could be put together to be of any use on board ship when taken from registers kept by a State organisation.

The Clow Committee too in putting up this Bureau scheme emphasised the point that unnecessary interference by the State with the conditions of labour in any country is undesirable and Government had no doubt taken note of this in that report.

In the final report too the Committee admitted that the maintenance of the registers was a very complicated question, how complicated the question would be I have endeavoured earlier in my statement to describe.

There could be no end to the registers and how the officials at the Shipping Office could compile roster sheets from these registers to be a success, and then locate and obtain the men who were next wanted for the particular job cannot be seen, as lascar seamen will only go to sea when they choose, and only with those with whom they feel they could sail congenially, at certain seasons of the year too, during the harvest and marriage seasons thousands will not leave their homes for the sea.

The men wanted, if found, might not want the particular ship available, or would not sail with the selected *serang*, or with the others selected, and there existed the possibility that we might drift into a situation with the Bureau impossible to extricate ourselves from, with vessels delayed and masters and owners holding the Government responsible.

Thirdly, here a very important point indeed. There are in existence some thousands of seamen employed in the coasting services, these covering the very important mail and passenger steamers in these waters. The crews of these vessels are all engaged on coasting agreements, *i.e.*, Home Trade Articles *vide* Section 32 Part II of Act XXI of 1923, Indian Merchant Shipping Act, and with these seamen, undoubtedly the best of all Indian seamen, the Shipping Office and Bureau could have no connection as these crews are signed on by the Masters of the vessels personally, no Shipping Office representative present or officiating. With the changes made in the Coasting Articles (Home Trade) crews during the currency of each of these 6 months Agreements the total men employed here amount to approximately 4,000 of all ratings.

These mail steamers sometimes enter port and sail again in a few hours and whilst there possibly the Articles have expired and a whole new crew or part crew are required; it cannot be seen how a Bureau could handle this situation and find suitable men from numberless registers and get the ship away in time.

Licensed brokers and *ghat serangs* now act for the Masters or agents only as outlined in the report* dated the 9th March 1926, forwarded to the Government of Bengal; they have now-a-days no connection with a crew until that crew has been selected for service by the Master and officers or the Agents and placed before the Shipping Master or his Deputy for signing on, and they are not permitted to recommend any *serang*, *tindal* or other crew member in the first place, they only officiate for the payment of the advances, and onwards as contact people until the crew join the vessel and at the last hour just prior to sailing they must if required find substitutes to replace any absent men; they are held responsible for this but actually in practice substitutes required are brought along by other members of the crew and are usually the friends of some one or other already in that crew.

In the report above referred to and attached* to this note will be shewn more clearly than my brief note can show the existing conditions, the idiosyncrasies of this type of seaman and other information in connection with additional work these licensed brokers and *ghat serangs* perform for the masters and the agents of the vessels; all this essential work they have undertaken for many years past, and this must be carried on.

In placing before Government at the time the difficulties to be met with, I submitted to Government a draft* form of a preliminary register for use should Government decide to proceed with the original scheme with the suggestion in that event to proceed with all caution as failure would mean serious dislocation.

* Not printed.

(20)

Note by Captain H. F. Darvell, Shipping Master, Calcutta, on the difficulties which have led to the rejection of the system suggested in paragraph 7 of the Clow Committee Report for recruitment of serangs.

The two methods for the selection of *serangs* and butlers as drawn up by the Commerce Department, Government of India, were placed before the local agents of the Shipping Companies and Masters of Ships and agreed to by them. They were put into practice from the 2nd September 1929, and whichever method the agents or Masters decided to use the suggestion contained in paragraph 7 of the Clow Report, *i.e.*, "the nomination of *serang* or butler for the job available if discharged from a vessel of that particular line not more than three months' before" was not considered.

It was recommended in the first place by the Clow Committee in order to encourage continuity of employment and all agents and Masters agree that continuity of employment should be encouraged as it enables men to qualify earlier for the bonuses and pension-monies certain of the Companies grant to their men after so many years of service with the Company.

The suggestion has not been rejected by the Shipping Masters, it simply was not considered in connection with methods 1 and 2 devised and accepted.

In actual practice we go one better than this to encourage continuity of employment and any agent or Master may on the termination of engagement following the discharge of a *serang* or butler nominate this particular *serang* or butler for engagement for the next voyage in the ship and in these cases no muster from the men on the registers is called for.

At the meeting at Calcutta in July 1929 between the local agents and the Secretary to the Commerce Department, Government of India, when methods No. 1 and 2 were discussed and the agents agreed to put them into practice here, the adoption of the suggestion in para. 7 of the Clow Report was as earlier stated not considered; there could, however, in my opinion be no objection to this procedure if the agents and Masters agree to it. It would however, be the cause of some clamour and protest from the bulk of the *serangs* and butlers waiting for jobs on the spot and it would encourage the *serangs* up country who know just when ships are arriving to communicate with the officers of the ships who are known to them offering their services and this would mean that the not un-common charge of bribery would be advanced in connection with those cases.

This, however, is the only objection to this suggestion, I can see.

I would point out that the roster system in connection with the musters has not been adopted, it is mentioned in a memorandum* drawn up by Sir Geoffrey Corbett, that at a later date when the number of unemployables have been reduced it should be considered whether selection by roster is practicable. The roster system, however is considered impracticable by the agents and Masters as it would take away the right of the agent or Master of free selection of *serangs* or butler best suited for the particular vessel and the trade the vessel is employed in, and the agents have informed the *serangs* and butlers that the method of selection adopted does not insure for the men engagement in order of rotation.

* Not reproduced here.

VI.—ASSAM.

(21)

Extract from letter from Messrs. Begg Dunlop and Co., Ltd., Secretaries, Tea Districts Labour Association, Calcutta, to the Joint Secretaries to the Royal Commission on Labour, No. WCI/1/831, dated the 5th February 1930, regarding the liquidation of village debts of emigrants to the Assam plantations.

. . . . . The sum of Rs. 15,300 was paid during the last four years by Local Agents for the liquidation of village debts of emigrants.

2. We wish further to state that, as a general rule, village debts are only paid on behalf of family parties migrating with a view to settling on an estate; debts of single males are not paid, nor of such as go up for short terms with the understanding that they are to be repatriated at garden expense on expiry of the term.

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(22)

Extract from letter from M. K. Cantlie, M.A., I.C.S., Deputy Commissioner of Sibsagar, Jorhat, to the Joint Secretary to the Royal Commission on Labour No. 2488-M., dated the 17th May 1930.

* * * * *

Some gardens increased their wages in 1921; others in 1922. The year 1921 should, therefore, be taken alongside 1929. The method has been to decrease the minimum tasks rather than to increase the minimum wage. Speaking generally, the minimum task expected of the labour has decreased by one-fourth. Instead of 40 *nals* he hoes 30 *nals* for 0-4-0 annas and instead of prunning 20 bushes he prunes 14 bushes for 0-4-0 annas. In other words, the rate of wages for any particular amount of work has increased by about 33 per cent.

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(23)

Extract from letter from the Secretary, Indian Tea Association, Calcutta, to the Joint Secretaries to the Royal Commission on Labour in India, No. 944-O., dated the 23rd June 1930.

* * * * *

3. Your second request is for the considered opinion of this Association on the question of labour exchanges in the tea districts, on the assumption that employers would not be permitted to recruit except through this Agency. Proceeding on the assumption that this request has particular reference to Assam, I have to state that this Association does not consider the establishment of labour exchanges in the tea districts would serve any useful purpose except, perhaps, to check enticement which does not exist to such a serious extent as to warrant the expense which the establishment of labour exchanges would entail. Moreover the system of recruitment which is suggested, if applied to newly imported labourers, would mean a departure from the present methods of recruitment through sardars who recruit their relations or friends from their home villages. And although it is not contended that all the coolies who are recruited by the sardar are his relations and/or friends, the largest percentage of those recruited come within that category, and it is the considered opinion of this Association that any system which interferes with the free choice by the emigrant of his destination will be a most retrograde step. A further difficulty, it is anticipated, would arise as regards the employment, through the labour exchanges which the Commission suggests, of *faltoo* or casual labour.

4. The reasons against making coolie lines, which are situated on private property, free to public access relate partly to the interests of the coolies themselves and partly to the interests of the employers. The principal reasons are :—

(1) The desirability of protecting the labourers and their families from epidemic diseases, particularly cholera and small-pox, when these diseases break out in the neighbouring villages. Medical arrangements on Tea Estates are far ahead of those existing in the rest of Assam.

(2) The desirability of protecting the labours, who are in general unsophisticated, credulous, and easily victimised, from people who would exploit their inexperience, such as Kabulis, money-lenders and others.

(3) The desirability of excluding agitators and mischief-makers who aim at stirring up trouble for Political purposes. Tea garden labour is easily misled by such persons and is liable to resort to violence when excited.

(4) The right of an employer to exclude emissaries of other employers, or independent traffickers in labour who want to entice away his labourers.

(5) The right of an employer to prevent persons other than his employees from living in the houses which he provides free to his employees and from enjoying and perhaps doing damage to the amenities and conveniences provided in the lines.

While it is considered by the Industry that, on the above grounds free access to the lines cannot safely be granted to the public, it must be remembered that the labour force is not confined within the boundaries of the estate but may wander abroad to markets or in pursuit of sport, business or pleasure : it must also be remembered that no obstacles are put in the way of the labourers' friends when they desire to visit the lines.

5. You finally ask for a statement of the considered views of the Association as to the possibility, if recruitment of labour is to be free, that the control and regulation of wages and labour conditions in Assam should be placed under the control of a public body on which public opinion would be represented, the object being that public opinion in India might be assured of the satisfactory control of general conditions in the tea gardens. In their evidence* before the Royal Commissioners at Shillong, this Association's representatives endeavoured to make it clear that the Assam tea industry while admitting the necessity for some mild measure of control of recruitment for an interim period, looked forward to the day when the province would be placed on the same footing as tea elsewhere in India. This Association does not consider that conditions on tea estates are so unsatisfactory, as compared with other industries in India and with those in the districts from which the labourer emigrates, as to necessitate conditions in Assam being regulated in the manner suggested. The Association is in doubt whether the proposal to which this question relates is for the constitution of a controlling body simultaneously with the grant of freedom in recruiting, or for the constitution of such a body as a means whereby freedom in recruiting may ultimately be achieved. The reply given above is based on the latter alternative interpretation of the question. If the former reading of the proposal is the correct one the Association would be prepared to consider the question again from this angle.

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(24)

Extract from letter from the Secretary, Assam Branch Indian Tea Association, Dibrugarh, P. O., to the Joint Secretaries, Royal Commission on Labour in India, No. 401, dated the 12th July 1930.

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I enclose the following four statements :—

1. Percentages of average daily working strength of men, women, and children to total number of labourers on the books for the months of March and September during the years ending June 1923 to 1929, both inclusive, compiled from the Reports on Immigrant Labour in Assam.

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*Royal Commission on Labour, Evidence Volume VI, Part II, pages 250-253.

2. Percentages of family earnings for the months of March and September during the years 1923, and 1929, compiled from the Reports on Immigrant Labour in Assam.

3. Percentages of average daily attendances on 31 Tea Estates in the Assam Valley and 15 Tea Estates in the Surma Valley from 1st January to 31st December 1929, with percentages of those absent through sickness, or leave, and areas under tea and rice (*khet*) cultivation.

4. Percentage of average daily attendance and of *khet* land to Tea area with number of coolies per acre in respect of all Tea Estates in the Hailakandi District of the Surma Valley.

The reason for forwarding the third statement is due to the fact it is considered the months of March and September taken in the Government returns do not give a true percentage of absenteeism, owing to the *Khet* season being approximately July, August and December.

From a perusal of these figures it will be observed that whereas the wages in the Assam Valley, (excluding the Goalpara District, in which there is little tea), have increased anything between 15 per cent. to 46 per cent. since 1923 and in the Surma Valley between 15 per cent. and 43 per cent., for the same period, the percentage of attendance is lower now than it was in 1922, thus clearly supporting this Association's evidence* that higher wages have not resulted in more work.

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No. 1.—Statement showing the percentage of average daily working strength of men, women and children, to total number of labourers on books in tea gardens in Assam, for the months of March and September during 1923 to 1929, compiled from Reports on Immigrant Labour in Assam.

	Percentage.						
	1923.	1924.	1925.	1926.	1927.	1928.	1929.
1	2	3	4	5	6	7	8
Men	78·3	78·3	77·6	75·8	74·4	77·8	76·5
Women	71·5	72·5	71·5	70·9	74·4	74·7	73·3
Children	70·2	72·0	69·9	74·3	74·4	71·8	69·1

*Royal Commission on Labour, Evidence Volume VI, Part II, pages 131 to 139.

No. 2.—Statement showing the percentage of increase in family earnings between 1923 and 1929, compiled from the Reports on Immigrant Labour in Assam.

District.	1923.	1929.	Percentage of rise.
1	2	3	4
	Rs. a. p.	Rs. a. p.	
Lakhimpur Sadar	25 8 8	32 1 8	26
North Lakhimpur	21 4 11	25 11 0	21
Sibsagar	20 8 6	24 6 2	19
Jorhat	19 12 5	23 10 1	20
Golaghat	19 14 4	22 12 1	15
Darrang Sadar	20 0 5	26 1 2	30
Mangaldai	20 3 6	29 4 0	46
Nowgong	20 1 4	23 0 8	15
Kamrup Sadar	18 13 10	23 2 1	23
Goalpara Sadar	17 4 11	27 6 2	58
Goalpara	13 2 0	26 11 0	103
Cachar Sadar	16 3 9	19 1 9	17
Hailakandi	16 15 10	19 9 2	15
North Sylhet	15 4 10	21 4 0	39
Karimgunj	15 10 9	21 13 10	40
South Sylhet	16 3 1	23 3 7	43
Habigunj	16 4 0	21 11 7	34
Average for the Assam Valley	22 0 7	25 14 0	
Average for the Surma Valley	16 4 0	25 14 0	

No. 3 (a).—Statement showing percentage of average daily attendance on 31 Tea Gardens in the Assam Valley from 1st January to 31st December 1929, with percentage of those absent through sickness or leave, and areas under tea and rice (*khet*) cultivation.

Serial No.	Name of District or Sub-Division.	Average total labour.		Average Percentage.				Acreage under plantation.	Acreage of *khet* land.
		On Book.	At Work.	At Work.	Sick.	Leave	Absenteeism.		
1	Lakhimpur .	457	329	72	7	5	16	335	29
2	Do. .	870	631	76	4	5	15	441	211
3	Do. .	3,286	2,235	67	(Not supplied.)			..	1,140
4	Do. .	1,112	830	75	1	24	..	632	255
5	Do. .	1,259	961	76	1	23	..	766	320
6	Do. .	2,037	1,559	76	9·5*	*	..	1,376	700
7	Do. .	2,492	1,318	53	2	13	32	(Not supplied).	
8	Do. .	1,079	649	60	1	14	25	Do.	
9	Do. .	361	257	71	3	15	11	Do.	
10	Do. .	1,997	1,367	71	1	16	12	1,000	720
11	Do. .	2,076	1,690	81	3	14	2	..	..
12	Sibsagar .	1,907	1,267	65	6	(Not supplied.)		1,101	450
13	Do. .	620	396	64	3	1	32	430	260
14	Do. .	1,624	1,205	71	6	13	10	1,016	245
15	Do. .	1,301	867	66	4	16	14	..	..
16	Do. .	1,513	1,044	68	4	15	13	..	..
17	Do. .	2,004	1,702	84	2	14	..	1,103	580
18	Jorhat .	3,323	2,574	76	(Not supplied.)			1,627	645
19	Do. .	3,179	1,860	59	(Not supplied.)			1,375	476
20	Do. .	1,058	722	68	(Not supplied.)			805	230
21	Do. .	1,434	1,135	79	(Not supplied.)			1,375	103
22	Golaghat .	1,432	973	67	5	23	5	845	453
23	Nowgong .	1,247	805	64	8	4	24	1,034	285
24	Do. .	871	589	66	5	21	8	667	40
25	Do. .	1,699	912	54	1	3	42	852	1,580
26	Mangaldai .	1,073	637	59	(Not supplied.)			373	398
27	Do. .	1,025	863	84	(Not supplied.)			..	..
28	Do. .	1,089	658	61	4	23	12	20	250
29	Do. .	1,225	818	67	1	32	..	..	508
30	Darrang .	1,917	1,357	76	(Not supplied.)			..	Little *khet* land.
31	Do. .	3,030	2,009	74	(Not supplied.)			..	Large area of *khet* land.

*Figures for sickness and leave together.

No. 3 (b).—Statement showing percentage of average daily attendance on the 15 Tea Gardens in the Surma Valley from 1st January to 31st December 1929, with percentage of those absent through sickness or leave, and areas under tea and rice (*khet*) cultivation.

Serial No.	Name of District or Sub-Division.	Average total labour.		Average Percentage.				Acreage under plantation.	Acreage of *khet* land.
		On Book.	At Work.	At Work.	Sick.	Leave.	Absenteeism.		
1	Cachar Dist.	2,446	1,723	70	5	7	18	1,441	1,485
2	Do.	663	504	76	4	10	10	603	209
3	Do.	840	640	76	1	23	..	861	300
4	Do.	482	368	77	4	14	5	556	48
5	Do.	1,231	925	75	6	13	6	523	343
6	Do.	1,093	733	67	5	28	..	693	434
7	Do.	1,280	1,068	83	4	..	13	(Not supplied.)	
8	Do.	494	319	64	7	29	..	398	198
9	Sylhet Dist.	3,268	2,408	74	5	10	11	2,452	219
10	Do.	1,244	856	69	3	20	8	868	352 182
11	Do.	1,991	1,406	68	3	29	..	1,420	..
12	Do.	1,132	884	78	5	17	..	1,100	327
13	Do.	658	569	87	3	7	3	(Not supplied.)	
14	Do.	2,161	1,684	78	7	12	3	(Not supplied.)	
15	Do.	1,412	942	67	2	6	25	1,124	650

No. 4.—Statement showing percentage of average daily attendance and of *khet* land to tea area with the number of workers per acre in respect of all Tea Gardens in the Hailakandi District of the Surma Valley.

Serial No.	Number of coolies per acre of tea.	Average working percentage of labour.	Comparative percentage of *khat* land to tea area.	Remarks.
1	1·74	71	49	
2	1·70	75	50	
3	1·97	68	99	
4	0·82	69	70	
5	0·98	71	26	
6	0·84	65	30	
7	1·44	72	55	
8	1·43	71	58	
9	1·57	77	67	
10	1·86	56	38	
11	1·30	70	55	
12	1·94	68	58	
13	1·23	58	41	
14	1·69	80	56	
15	1·24	72	44	
16	1·52	68	51	
17	1·16	80	107	

(25)

Statement furnished by the Surma Valley Branch of the Indian Tea Association showing the number of rations and dieting charges in the Labac Central Hospital from 1925 to 1929.

Year.	Total number of Rations.	Total cost of Rations.	Average cost per Ration.
		Rs. a. p.	Rs. a. p.
1925 . . .	38,289	9,189 1 0	0 3 10
1926 . . .	45,539	10,722 2 6	0 3 9
1927 . . .	46,982	11,033 10 3	0 3 9
1928 . . .	40,289	9,386 4 0	0 3 8
1929 . . .	40,379	8,759 15 3	0 3 5
	Average cost	of daily ration	(1925-29) . 0-3-8.

(i) Statement of expenditure of the Bundoo Tea Estate on anti-malarial survey works, for the years 1926 to 1929 (excluding the Labac Hospital expenditure).

As furnished by Dr. G. C. Ramsay, O.B.E., Medical Officer to the Labac Medical Practice, Silchar.

Year.	Malarial Establishment.	Labour.	Crude Oil.	Kerosene Oil.	Anti-Malarial mixture.	Larvacide Oil.	Total.	Remarks.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1926	362 13 5	..	..	..	..	..	362 13 5	Garden expenditure only
1927	288 14 9	105 2 9	17 8 0	229 4 0	..	..	640 13 6	
1928	124 10 6	172 3 6	50 0 0	156 15 0	..	..	503 13 0	
1929	..	145 7 0	12 11 0	43 0 6	138 8 0	20 0 0	359 10 6	
Total	776 6 8	422 13 3	80 3 0	429 3 6	138 8 0	20 0 0	1,867 2 5	

(ii) Statement of expenditure of the Labac Tea Estate for malaria control, from 1st April 1926 to 31st December 1929 (excluding Labac Central Hospital expenditure).

Particulars.	1926.	1927.	1928.	1929.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Doctor Babu's pay	..	..	300 0 0	213 12 2	513 12 2
Catching larvæ, oiling, planting hedges and draining, etc.	9 2 6	25 0 9	752 7 6	1,011 8 9	1,798 3 6
Value of kerosene oil and crude oil . .	..	..	235 1 0	270 6 0	505 7 0
Total expenditure .	9 2 6	25 0 9	1,287 8 6	1,495 10 11	2,817 6 8

(iii) Statement of expenditure of the Labac Central Hospital for malarial survey works from 1926—1929.

	1926.	1927.	1928.	1929.	Total.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Establishment	3,991 4 9	2,955 10 3	1,200 0 0	1,200 0 0	9,346 15 0
Building Expenses	225 4 6	428 1 0	..	..	653 5 6
Equipments	630 12 9	421 11 0	683 5 9	525 1 9	2,260 15 3
Total . .	4,847 6 0	3,805 6 3	1,883 5 9	1,725 1 9	12,261 3 9

Note regarding welfare of children in the Labac Tea Estate.

A pregnant woman gets leave for fifteen weeks usually from the eighth month of pregnancy but she never returns to work until she is passed medically fit for work. Pregnant women are given an allowance of Re. 1 per week for fifteen weeks and a free blanket is given when the child is born. She also gets the following if necessary :—

Free milk.
Free feeding bottles.
Free glaxo.
Free virol.
Free lactagol.
Free Cow Gate food, etc., etc.
A foster mother in some cases at Garden expense.

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(27)

Extract from Annual Report of the Digboi Labour Bureau, for 1929, furnished by the General Manager, Assam Oil Company, Limited, Digboi.

The labour situation throughout the year, except for a minor strike, which is commented on elsewhere in this report, has remained normal, conditions with regard to housing and water supply have improved and further housing, etc., is being built at the time of writing.

Supply of Labour.

Labour both skilled and unskilled except in certain isolated cases has been adequate, and at the end of the year there were about 750 men of all grades waiting for employment. These men have come to Digboi of their own accord and in most cases are prepared to wait two or three months to obtain employment. They usually live with friends in Company quarters while waiting.

Registration.

The existing system which takes a man's thumb impression and identification marks will be improved and extended.

On a man applying for work, his finger prints and photo are taken, and he is given a registration card bearing his photo, number, caste, religion, identification marks, etc. These finger prints are properly classified and the number remains constant throughout his service. If he leaves the Company and returns two or three years later he still has the same number.

Every man has an individual history card on which full records of his service, increases of pay, certificates, recommendations, etc., are kept. On the return of a man after a lapse of a few years there can be no doubt of his previous position in the Company in the event of his having lost his certificates.

Engagements and Discharges.

Statistics are given in Appendix (A).*

A new system for the engagement of labour came into force from January 1st, 1930. The Labour Bureau centralises all applicants for work and registers them under different categories. It has been found that certificates other than those which bear a thumb impression are of little value, as they can be bought for a few rupees. Skilled men applying for work are therefore tested and graded before engagement.

Departments requiring labour indent on the Labour Bureau and the first men on the list of the particular race and qualifications required are engaged

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* Not printed.

and sent to the Department. The Labour Bureau then arranges all details with Accounts Department for putting the men's names on the pay roll. This system obviates the necessity of applicants bribing the foreman of the Department under whom they wish to work before their names are recommended to the Officer-in-Charge of the Department.

All men discharged are given individual discharge advices by their departments. The men present these personally to the Labour Superintendent, when they have the opportunity of voicing any grievance they have or think they have. The Labour Superintendent takes up the case with the department and if he has been unfairly discharged arranges for his re-instatement or gives him work in a similar capacity elsewhere.

All transfers involving increases in rates of pay or from a department to department are recorded in the Labour Bureau on individual history sheets.

Grievances.

Any man, who has a grievance, has direct access to the Labour Superintendent. There is no necessity for him to appeal through the head of his department. His case will be enquired into and if genuine will be rectified. Since the signer's arrival in December 1929 up to the middle of January, twenty-eight complaints of a serious nature were received and investigated Appendix* "B" gives an idea of the nature of the complaints. The number of cases given in this Appendix are probably more than normal as many old cases were put forward in the hope that they would receive sympathetic treatment and many habitual offenders concocted grievances to try the strength of the new man. The main difficulty is to distinguish between the genuine grievance and the habitual grouser or the man with an axe to grind. Witnesses on both sides can be brought for a few annas and there are no perjury laws to interfere with evidence. Police methods are never adopted, as the Labour Bureau definitely avoids all connection with the Police.

Unfortunately no statistics of the number of cases investigated throughout the year have been kept.

Housing.

As soon as housing is built it is handed over to the Labour Superintendent, who is entirely responsible for its allocation. Repairs are carried out by Engineering Department at his request.

Owing to the quick growth of the Field, building progress has not kept pace with labour expansion. This has led to overcrowding and a certain amount of discontent. Sanction for additional housing to accommodate a stabilised pay roll has been asked for and will be put in hand as soon as possible.

Some of the housing areas can be very much improved. Unfortunately in the past barracks have been put down without any attempt at a recognised lay-out. They have grown unit by unit. The country is naturally broken and intersected by small *nullahs*, and barracks were built on all the high ground available, without any attempt at initial drainage. The result, now that many more quarters are required, is that valuable building ground, near the different centres of work, has not been utilised to its best capacity. More barracks put into these areas would merely create a slum.

One area suitable for both Refinery and Fields employees has been reserved for part of the further housing which will be built. This has been surveyed. All small *nullahs* will be drained into larger *nullahs* and the whole area laid out on a definite scheme allowing for roads, recreation spaces and the separation of different communities. A further area in Muliabari and Bapapung for Fields' employees will be laid out in the same manner.

There are certain old types of lines in the Fields' areas which will shortly require replacing. They are in bad conditions, but are just habitable and better than no housing at all. As new quarters are built men living in these will be moved out and they will be replaced at an early date. Being old quarters they naturally occupy some of the best building land available.

No serious complaints against the type of housing provided have been received from the men. Individual grumbles are heard by junior men with

* Not printed.

large families. These are accommodated if possible in one of the numerous old type quarters which are slightly larger than existing standard quarters, but in many cases they just have to take what is offered or make private arrangements of their own.

A system of flush latrines and septic tanks for all areas is now under construction and should be completed within the next few months. A scheme will also be put in hand for planting suitable shade trees in the different housing centres.

The percentage of men housed in December 1929 is given in Appendix * "C".

Time-Keeping.

It has been decided that all time-keeping shall be centralised under the Labour Superintendent. A European Time-Keeper has been engaged.

At present time-keeping is kept by Departments, but with the rapid growth of the Field, heads of department have not the time at their disposal to give the matter the attention it requires. Time-keeping has therefore gradually fallen into the hands of *Babus* and abuses have crept in.

The centralising of time-keeping will help to cut out possible sources of corruption. For instance absent men being marked present and the proceeds shared on pay day between the individual absent and the *Babu*, who marks him present. Another more serious phase is the marking of men absent, who do not conform to the wishes of the *Babus* over them. Centralising also helps in the case of short pay complaints, as there are two departments instead of one for verification as to whether the man did work on the day in question or not.

With the introduction of time-keeping it has been decided to lengthen the mid-day break from 1½ to 2 hours. This will ensure that men have sufficient time in the middle of the day to cook their food and have a rest.

Fines.

Fines inflicted are placed to the credit of the Fines Fund and are used in helping all classes of employees to obtain grants in aid of religious institutes and festivals, to organise sports and to repatriate genuine sick cases, discharged on medical grounds.

Cost of Living.

Prices in Digboi are unfortunately high as compared with the nearest big *bazaar* at Tinsukia. The Company has built a *bazaar* and rents out the stalls to different applicants. It is difficult, however, to enforce reasonable prices, merely by issuing *bazaar* rates. Credit sales upset any scheme of this nature, as the shop-keepers must charge high prices to protect themselves from bad debts.

The Company also keeps a rice store, but as sales are for cash only they are not large. As soon as a reliable identification system has been completed, it is intended to open sales on a credit basis. Good rice will be imported and sold at prices to cover working expenses. As sales increase, it is anticipated that rice prices in the *bazaar* will automatically drop. It is not intended that the *bazaar* should be undersold; the Company Store will act as a deterrent to profiteering at our employees expense. As the activities of the Store increase, other necessities will be sold.

No cost of living figures taken over an extended period can be given. Comparative *bazaar* prices between Tinsukia and Digboi are shown in Appendix* "D".

* * * *

Compensation.

Employees have a very real grievance over the present delays in the payment of compensation by the Deputy Commissioner at Dibrugarh, who is the Commissioner under the Workmen's Compensation Act. One case quoted in detail and the delays which occurred for the first half of 1929 are given in Appendix* "E".

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* Not printed.

The Deputy Commissioner has been written to on the subject and it is hoped that payments will be made quicker, as there is no necessity for delay especially in commuted payments. If matters do not improve, arrangements will have to be made to pay all lump sum compensations for permanent partial disablement direct from the Labour Bureau.

The unfortunate part is that men do not blame the Government, but the Company for the delay, and it is not the Company's fault. The Government is 50 miles away and unapproachable, while the Company is always present and can be approached at any time through the Labour Superintendent. The money is paid to the Commissioner soon after the man leaves hospital and he is given a letter to the Commissioner for identification purposes. If he cannot get the money, he complains to the Company, who can only represent his case again to the Commissioner. Meanwhile the man gets no satisfaction.

* * * *

VII.—MADRAS.

(28)

Note dated 8th March 1930, furnished by Lieut. Colonel C. H. Brock, representative of the United Planters' Association of Southern India, on the average recruiting expenses of all Estates subscribing to that Association.

As requested by the Commissioners I have drawn up a statement of the average recruiting expenditure of all Estates which are situated within British India subscribing to the United Planters' Association of Southern India.

In examining these figures it must be borne in mind that the various products employ a varying proportion of labourers per acre, and further the geographical position of the planting districts and recruiting areas tends to increase the difference in expenditure on Estates.

It must further be noted that the major portion of the cost of the Labour Department is collected by voluntary subscriptions, that is to say, though all Estates represented on the Association share to a certain extent in the cost of the Labour Department through their subscriptions to the United Planters' Association of Southern India general funds, only those Estates which require full assistance given to them by the Labour Department contribute towards this expenditure by means of a special cess which is approximately three-quarters of the total cost of the Department. In the area subscribing through district Associations to the United Planters' Association of Southern India, of the tea area 76 per cent. subscribe to the special cess and 24 per cent. do not; of the coffee area of 67 per cent. subscribe to the Labour Department cess and 33 per cent. do not; of the area cultivated with rubber and minor products only 11 per cent. subscribe to the Labour Department cess, 89 per cent. subscribing to the United Planters' Association of Southern India general funds only. Hence in the totals of the various products shown in the annexed schedule, the first gives the amounts expended per acre by those who subscribe to the Labour Department cess; the second shows the recruiting expenditure of those Estates who do not subscribe to the Labour Department especially; and the third figure gives the average for all whether subscribers or non-subscribers.

The amounts expended by Estates on the labourers' travelling expenses and the supply of free blankets varies to a very great degree. Even in the tea districts, where the average is put down as Rs. 6-6-3 per acre, some Estates expend as much as Rs. 15 or more, owing to the bulk of the labour that they recruit being transported from a far greater distance. Other Estates, on the contrary, are a great deal less owing to proximity of their recruiting grounds, and in some cases blankets being not issued free to the labourers. The expenditure in the coffee districts is a great deal less per acre, as the bulk of their labour is recruited close to the planting districts; and the rubber districts recruit practically the whole of their labour locally, that is, the labourers' village are within a few hours' walk of the Estates themselves. Further, the differences per acre between the expenditure of tea and coffee and rubber are enhanced by the fact that whereas the tea estates on the average actually employ 1·22 coolies per acre, coffee is employing 0·88 of a cooly per acre and rubber 0·37 of a cooly per acre.

It is difficult to obtain accurate figures as to the loss of advances. Those given are based on the returns made by one of the biggest tea companies subscribing to the Association. During the past few years this loss has been comparatively negligible, though it is true that prior to the past 10 years, the losses were abnormally high. This change has been brought about partly because the conditions, wages and welfare have so improved that there is comparatively little difficulty in attracting labour to the Estates, but it is also largely due to the work of the Labour Department in supervising recruiting in the low country, and checking recruiting malpractices and dishonesty both on the part of the labour suppliers and labourers themselves under the advance system.

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*Royal Commission on Labour Evidence Volume VII, Part II, page 217.

Enclosure.

SCHEDULE.

Items.	Tea.	Coffee.	Rubber and minor products.
	Rs. a. p.	Rs. a. p.	Rs. a. p.
Subscribers to the Labour Department.			
Cost of the Labour Department .	2 10 0	1 5 0	0 10 6
Average cost of way expenses and free blankets.	6 6 3	2 5 7	0 4 6
Average loss of advances outstanding.	1 0 0	0 8 0	0 4 0
Average commission paid to labour suppliers on the pay earned by labourers.	12 2 1	5 0 4	2 8 2
Total cost to Estates subscribing to the Labour Department.	22 2 4	9 2 11	3 11 2
Cost to Estates represented on the United Planters' Association of Southern India, but not subscribing to the Labour Department.	19 0 4	8 1 11	3 2 8
Average cost to all Estates represented by the United Planters' Association of Southern India.	21 6 4	8 13 4	3 3 7

Average cost per acre for all products :—Rs. 15 11-11 per acre.

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(29)

Letter from Mr. L. A. Hawke, Manager, Singara Tea Estate, Coonoor, Nilgiris, to the Joint Secretary to the Royal Commission on Labour in India, dated the 29th March 1930.

. . . . I wish, however to make a few explanatory remarks :

With regard to the figures quoted *by Sir Alexander Murray of the monthly balances due by the *maistries* on the Estate from July to December—this is a period when festivals are frequent, principal of which are *Deepavali, Ayuda Puja, Mahalaya Amavasi, Vinayaka Chathurthi,* etc., consequently during these months the advances recovered are small and in fact it is a custom to issue advances prior to the festivals named. This accounts for the small reduction in the outstanding advances during these months. Although no pressure has been brought to bear on the coolies to pay off their debts, and no interest is debited to them since January they have voluntarily reduced their debts to a total of approximately Rs. 300. I attribute this great reduction in the debts to the fact that the labourers realize the benefit of the extra 5 per cent. commission paid to those without advances.

In connection with Sir Victor Sassoon's remark† that the payment of 1 pie per lb. more than on other gardens for plucking and the maistry's 5 per cent. commission more than is customary is an encouragement, to which I agreed. The additional rate of commission is a direct encouragement to the coolies to pay off their debts but the additional 1 pie per lb. paid for plucking is in consequence of the more careful work required to give the fine quality of leaf which I insist upon. The pay of 3 pies per lb. paid on most gardens is ample for the usual medium style of plucking.

*Royal Commission on Labour Evidence Volume VII, Part II, pages 318-319.

†Royal Commission on Labour Evidence Volume VII, Part II, page 319.

With regard to Mr. Cliff's question* as to how many houses there are on the Estate, to which I am stated to have replied about 95 to 100. I have since checked the number and found the total number is 155.

With regard to Sir Alexander Murray's request† for a statement showing the number of workers, the total quantity of work done, and the average wages earned by a man, woman and a child I sent this statement to you two days after the Royal Commission left Cooncor (reproduced below).

These figures related to December and January, which I may remark are two of the worst months of the year, as owing to cold weather, the coolies do not turn out well to work in these months, neither are they good crop months and consequently the coolies earn less than in the months when the growth of tea is at its best. It may be remembered in considering this statement of the wages earned by the coolies, that they received in addition every week cash payments for extra work done, and that these payments are not included in the statement, consequently the average earnings of all coolies is considerably higher than the figures given in the statement. On most estates including my own, weeding contracts are given out and payments made for these contracts are also not shown in the check roll. These weeding contracts involve large sums of money annually.

Statement showing the average earnings of men, women and children employed on the Singara Tea Estate, for the months of December 1929 and January 1930.

	December 1929.			January 1930.		
	Total number of coolies.	Total earnings.	Average per head.	Total number of coolies.	Total earnings.	Average per head.
		Rs. A. P.	Rs. A. P.		Rs. A. P.	Rs. A. P.
Men . .	1,991	871 15 7	11 6 0	2,049	939 14 9	12 6 0
Women .	1,574½	402 7 0	6 10 2	1,998½	510 2 2	6 14 3
Children .	1,190	224 6 0	4 14 0	1,422	316 15 3	6 0 0
Maistry's Commission.	..	129 10 9	..	..	230 12 4	..
Total .	4,755½	1,628 7 4	..	5,469½	1,997 12 6	..
Men with commission.			13 0 0			15 5 3

January and December are rather poor months and show poor average. A man can easily earn 10 to 11 annas a day. Women pluckers can earn up to Re. 1 a day, if they wish to.

*Royal Commission on Labour, Evidence VII, Part II, page 319.
†Royal Commission on Labour, Volume VII, Part II, page 321.

VIII.—RAILWAY.

(30)

[*The statement below is supplementary to Appendix I (v) to the joint memorandum for all Railway Administrations, printed on page 232 of Vol. VIII, Part I, of the Evidence Volumes of the Royal Commission on Labour.*]

Comparative statement showing the number and cost of certain typical classes of subordinate staff employed on the different Railway systems in India during 1913-14, 1920-21 and 1928-29.

Railway.	Department.	Designation.	Subordinate Staff.								
			Number.			Cost.			Average cost per Subordinate.		
			On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
						Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
N. W.		(*a*)	2,582	2,570	2,826	14,43,418	21,09,547	29,86,166	559	821	1,057
		(*b*)	1,112	1,179	1,078	3,97,674	6,83,856	8,12,280	358	580	754
		(*c*)									
	Traffic	(*i*)	1,930	2,501	2,078	3,03,298	7,94,034	6,76,237	157	317	325
		(*ii*)	4,430	5,576	4,808	5,57,719	13,17,546	11,67,713	126	236	243
		(*iii*)	921	1,069	1,720	77,224	2,14,896	3,87,701	84	201	225
		(*d*)	37	43	42	1,50,750	2,28,190	2,71,730	4,074	5,307	6,470
	Mechanical	(*e*)	*	*	39	*	*	2,91,374	*	*	7,471
		(*f*)	7	9	17	29,475	49,800	1,09,186	4,211	5,533	6,423
		(*g*)	799	892	902	6,90,600	9,38,940	21,50,497	864	1,053	2,384
	Transportation	(*h*)	2,884	3,350	2,365	2,88,720	7,70,880	15,33,668	100	230	648
		(*i*)	1,463	1,644	1,375	11,23,524	16,82,947	23,46,824	768	1,024	1,707
E. B.		(*a*)	860	1,052	1,184	5,16,000	8,93,160	11,95,944	600	849	1,010
		(*b*)	398	352	306	1,24,656	1,52,844	2,06,244	313	434	674
	Traffic	(*c*)									
		(*i*)	200	228	233	71,832	98,760	1,67,712	359	433	720
		(*ii*)	3,544	3,864	3,869	3,78,324	6,62,304	7,32,336	107	171	189

E. B.	Traffic	(iii)	1,175	1,269	514	85,920	1,62,840	84,324	73	128	164
	Mechanical	(d)	13	22	20	49,716	98,760	1,02,360	3,824	4,482	5,118
		(e)	788	892	2,084	1,95,564	3,64,560	8,10,840	248	409	389
		(f)	2	4	5	8,400	21,840	32,700	4,200	5,460	6,540
	Transportation	(g)	345	434	419	4,32,480	5,91,264	7,96,296	1,254	1,132	1,900
		(h)	48	59	64	3,33,660	5,17,080	6,45,744	6,951	8,764	10,090
		(i)	439	452	432	5,71,860	7,83,488	8,96,724	1,303	1,733	2,076
		(a)	1,307	1,791	3,016	8,52,000	16,20,000	28,80,000	652	905	955
		(b)	814	775	680	2,40,000	3,82,000	5,08,800	295	493	748
	Traffic	(c)									
		(i)	1,600	2,074	2,500	3,42,000	5,64,000	7,44,000	214	272	298
		(ii)	2,327	2,850	4,192	3,00,000	6,24,000	10,44,000	129	220	249
		(iii)	1,696	1,939	3,195	1,08,000	2,76,000	4,92,000	64	142	154
E. I.	Mechanical	(d)	49	68	77	2,16,000	3,48,000	4,32,000	4,408	5,118	5,610
		(e)	3,640	4,979	4,698	8,76,000	12,24,000	14,52,000	241	246	309
		(f)	17	19	28	72,000	1,08,000	1,86,000	4,235	5,684	6,643
	Transportation	(g)	906	1,264	1,475	10,44,000	19,20,000	24,36,000	1,152	1,519	1,651
		(h)	2,480	2,622	3,022	3,96,000	6,84,000	9,36,000	160	261	310
		(i)	815	976	1,358	10,68,000	17,28,000	22,32,000	1,310	1,770	1,644

(a) Represents Station and Assistant Station Masters.
(b) Represents Signallers.
(c) Represents Inferior Staff.
(c) (i) Represents Shunting Staff.
(c) (ii) Represents Points Staff.
(c) (iii) Represents Gatemen.
(d) Represents Foremen Running sheds.
(e) Represents Shed Staff (Mechanics).
(f) Represents Loco. Inspectors.
(g) Represents Drivers.
(h) Represents Firemen.
(i) Represents Guards.

* Information not available.

NOTE.—The figures of N. W. Railway for 1913-14 and 1920-21 do not include cost on account of allowances, the information being not available.

Comparative statement showing the number and cost of certain typical classes of subordinate staff employed on the different Railway systems in India during 1913-14, 1920-21 and 1928-29—*contd.*

Railway	Department.	Designation.	Subordinate Staff.								
			Number.			Cost.			Average cost per Subordinate.		
			On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
						Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A B.	Traffic	(a)	299	429	555	1,20,841	2,49,192	3,86,405	404	581	696
		(b)	139	184	180	34,863	64,637	72,340	251	351	402
		(c) (i)	24	71	112	2,979	11,366	21,504	124	160	192
		(c) (ii)	381	582	777	42,304	76,824	1,25,874	111	132	162
		(c) (iii)	153	49	59	7,088	6,468	9,558	46	132	162
	Mechanical	(d)	4	11	11	14,737	46,221	46,031	3,684	4,202	4,185
		(e)	64	94	95	19,238	35,628	52,284	301	379	550
		(f)	1	3	2	3,033	13,620	11,995	3,033	4,540	5,997
	Transportation	(g)	82	100	119	1,02,765	1,59,100	1,84,647	1,253	1,591	1,551
		(h)	106	170	225	36,306	75,520	90,708	343	444	403
		(i)	74	110	145	66,271	1,05,544	1,49,630	896	959	1,032
		(a)	600	626	709	22,338	32,991	44,361	38	53	63
		(b)	354	354	425	9,765	11,532	13,960	25	33	33
B. & N.-W.	Traffic	(c) (i)	49	65	101	665	1,118	2,329	14	17	23
		(c) (ii)	1,189	1,243	1,371	8,384	14,785	17,494	8	12	13
		(c) (iii)	1,202	1,315	1,312	5,338	10,395	10,600	4	8	8
	Mechanical	(d)	7	7	7	2,224	2,730	2,605	318	390	372
		(e)	416	351	409	7,769	10,511	14,135	18	30	34
		(f)	..	..	..	..	..	..	..	..	..

Burma	Transportation	(g)	280	280	300	13,739	20,254	22,595	49	72	76
		(h)	334	337	342	4,435	7,015	8,802	13	21	26
		(i)	305	405	476	14,874	19,414	29,251	50	48	62
	Traffic	(a)	530	582	770	40,810	43,068	61,600	77	74	80
		(b)	175	160	198	5,950	7,680	9,900	34	48	50
		(c)									
		(i)	624	737	996	8,112	14,003	19,920	13	19	20
		(ii)	65	..	..	715	..	..	11	..	..
		(iii)	604	591	659	5,436	6,501	7,908	9	11	12
	Mechanical	(d)	19	23	29	5,852	1,074	10,527	308	358	363
		(e)	531	597	782	23,895	31,641	45,356	45	53	58
		(f)	1	1	3	350	425	1,275	350	425	425
	Transportation	(g)	335	363	483	63,985	85,668	1,14,954	191	236	238
		(h)	635	687	961	29,210	49,464	69,192	46	72	72
		(i)	202	203	296	24,846	22,939	38,184	123	113	129
B. N.	Traffic	(a)	893	1,024	1,301	4,74,570	7,07,770	11,18,400	531	691	859
		(b)	323	306	500	1,04,978	1,41,850	3,27,300	325	463	655
		(c)									
		(i)	108	263	220	25,570	65,910	1,16,750	237	251	531
		(ii)	2,460	2,556	2,442	2,39,080	3,60,500	4,27,780	97	141	175
		(iii)	226	490	521	14,950	51,560	78,490	62	105	151
	Mechanical	(d)	20	27	49	71,560	1,65,960	2,15,070	3,578	6,147	4,389
		(e)	224	317	341	1,27,260	3,14,700	3,72,890	568	993	1,094
		(f)	5	10	13	23,400	62,300	77,790	4,680	6,230	5,984
	Transportation	(g)	348	473	581	9,02,460	11,47,290	16,50,000	2,593	2,426	2,840
		(h)	398	618	742	1,59,430	3,53,630	4,58,880	401	572	618
		(i)	287	391	457	4,95,980	7,15,760	9,11,820	1,728	1,831	1,995

(a) Represents Station and Assistant Station Masters.
(b) Represents Signallers.
(c) Represents Inferior Staff.
(c) (i) Represents Shunting Staff.
(c) (ii) Represents Points Staff.
(c) (iii) Represents Gatemen.
(d) Represents Foremen Running Sheds.
(e) Represents Shed Staff (Mechanics).
(f) Represents Loco. Inspectors.
(g) Represents Drivers.
(h) Represents Firemen.
(i) Represents Guards.

Comparative statement showing the number and cost of certain typical classes of subordinate staff empoyled on the different Railway systems in India during 1913-14, 1920-21 and 1928-29—*concld.*

Railway	Department.	Designation.	Subordinate Staff.								
			Number.			Cost.			Average cost per Subordinate.		
			On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29
						Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
B., B. & C. I.	Traffic	(a)	1,314	1,410	1,594	7,82,556	10,38,635	19,67,925	596	737	1,235
		(b)	793	717	723	2,83,716	3,32,430	6,62,075	358	464	916
		(c)									
		(i)	787	1,032	960	1,31,280	3,32,916	3,31,860	167	323	346
		(ii)	2,046	2,562	2,639	2,64,928	4,87,948	6,00,672	129	190	228
		(iii)	1,930	2,052	2,702	2,03,120	2,44,480	4,15,004	105	119	154
	Mechanical	(d)	25	31	32	1,11,558	1,75,837	1,94,885	4,462	5,672	6,090
		(e)	*	300†	1,207	*	5,33,577†	9,24,197	*	1,779	765†
		(f)	2	7	9	6,745	39,027	44,365	3,372	5,575	4,929
	Transportation	(g)	380	503	700	4,91,449	9,52,873	21,48,455	1,293	1,894	3,069
		(h)	689‡	820‡	1,176	2,01,785‡	34,785‡	6,18,958	293‡	42‡	526
		(i)	639	673	671	6,89,400	8,41,940	15,75,050	1,079	1,251	2,347
M. & S. M.	Traffic	(a)	*	1,115	1,378	*	8,97,394	12,16,860	*	805	883
		(b)	*	394	227	*	1,87,824	1,06,650	*	477	470
		(c)									
		(i)	138	179	215	25,806	70,460	75,113	187	394	349
		(ii)	*	*	1,858	*	*	2,72,070	*	*	146
		(iii)	933	1,258	971	75,233	1,56,357	1,24,845	81	124	129
	Mechanical	(d)	17	21	21	82,118	1,22,310	1,18,615	4,830	5,824	5,648
		(e)	4,009	5,572	5,598	9,26,526	23,62,183	24,36,277	231	424	435
		(f)	2	4	13	4,141	13,891	70,461	2,071	3,473	5,420

Transportation .	(g)	439	499	591	9,58,289	12,33,466	14,52,084	2,183	2,472	2,457
	(h)	208	277	297	1,19,430	1,61,295	2,12,281	574	582	715
	(i)	*	431	455	*	5,38,598	5,89,040	*	1,249	1,294

(a) Represents Station and Assistant Station Masters.
(b) Represents Signallers.
(c) Represents Inferior Staff.
(c) (i) Represents Shunting Staff.
(c) (ii) Represents Points Staff.
(c) (iii) Represents Gateman.
(d) Represents Foremen Running Sheds.
(e) Represents Shed Staff (Mechanics).
(f) Represents Loco. Inspectors.
(g) Represents Drivers.
(h) Represents Firemen.
(i) Represents Guards.

* Not available.
† Represents figures for B. G. section of B., B. & C. I. Railway.
‡ Excludes certain staff on the M. G. section for which information is not available.

(31)

[The statement below is supplementary to Appendix Y to the joint memorandum for all Railway Administrations, printed on page 282 of Volume VIII, Part I, of the Evidence Volumes of the Royal Commission on Labour.]

Particulars of debits raised against staff on the different railways in India, during the month of March 1929.

Railways.	Issue of unnecessary telegrams.			Loss or damage to railway property.			Loss or damage to parcels and goods.			Under charges in fares and freights.			Short remittances and base coins.			Miscellaneous debits.		
	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.
		Rs. A.	Rs. A.		Rs. A.	Rs. A.		Rs. A.	Rs. A.		Rs. A.	Rs. A.		Rs. A.	Rs. A.		Rs. A.	Rs. A.
E. I. . .	56	3,979 6	89 10	184	5,579 15	104 8	79	5,355 11	324 4	542	35,686 0	2,596 2	249	16,702 0	864 9	36	2,241 12	225 3
E. B. . .	48	5,923 5	130 6	442	21,026 14	569 11	67	3,327 0	279 0	184	13,838 4	534 15	18	1,699 0	44 8	24	1,418 0	107 12
B. N. . .	34	3,617 0	57 1	76	4,676 0	88 11	10	1,863 0	35 5	1,367	86,121 0	5,738 12	55	4,070 0	66 5	77	5,005 0	207 4
N. W. . .	103	7,908 12	177 10	590	21,814 0	870 0	28	2,003 6	94 8	19	1,191 0	125 0	20	1,173 0	53 14	169	9,752 0	552 0
G. I. P. . .	378	33,039 0	385 7	912	67,086 0	898 11	54	3 111 0	143 14	874	60,677 8	12,720 4	62	4,467 8	768 4	14	1,946 8	36 11

Particulars of debits remitted on appeal.

Railways.	No. of Staff.	Total pay.	Actual Debit.	Amount of debits remitted on appeal.
		Rs. A.	Rs. A.	Rs. A.
E. I.	762	51,921 0	3,440 9	15 0
E. B.	11	864 0	67 13	64 1
B. N.	1,619	1,05,352 0	6,183 6	1,755 14
N. W.	7	739 0	30 0	30 0
G. I. P.	1,011	68,511 12	13,753 4	2,247 11

Statement showing sickness among staff employed in the Railway workshops in the different parts of India, during the period April to December 1930.

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
					NORTH WESTERN RAILWAY.					
					Loco. Workshops, Moghalpura.					
1	Total number of men employed on the last working day of each month	4,636	4,622	4,599	4,560	4,552	4,510	4,454	4,431	4,416
2	Total number of men working days	116,107	115,389	107,408	118,955	109,223	117,719	107,248	102,200	88,478
3	Total number of men-days worked	105,345	100,422	92,954	106,893	94,149	101,090	91,919	87,496	75,669
4	Total absence in men-days	10,762	14,967	14,454	12,062	15,074	16,629	15,329	14,704	12,809
5	Total number of men-days lost on account of sickness	1,841	2,055	2,255	2,558	3,639	3,462	2,679	2,469	2,214
	(i) caused by injuries sustained while on duty	545	691	729	824	882	943	693	694	782
	(ii) due to malaria *plus* "fevers"	547	691	538	1,303	1,912	1,825	1,623	1,331	1,133
	(iii) due to causes other than those under (i) and (ii)	749	673	988	431	845	694	363	444	299
6	Total wages paid	264,726	267,966	266,068	276,390	261,836	263,094	240,019	230,118	210,399
7	Wages paid for men-days actually worked	239,594	229,726	218,427	241,239	223,010	238,263	204,587	200,625	171,716
8	Wages paid for absence on account of sickness	1,837	1,990	1,870	2,170	2,281	2,386	1,788	1,666	1,816
	(i) caused by injuries sustained while on duty	925	1,175	1,224	1,566	1,632	1,757	1,220	1,207	1,435
	(ii) due to malaria *plus* "fevers"	912	815	646	604	649	629	568	459	381
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	..	..	..
9	Wages paid for days of absence other than absence due to sickness	23,295	36,250	45,771	32,981	36,545	22,445	33,644	27,827	36,867

Statement showing sickness among staff employed in the Railway workshops in the different parts of India, during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
					NORTH WESTERN RAILWAY—*contd.*					
					Carriage and Wagon Shops, Moghalpura.					
1	Total number of men employed on the last working day of each month	5,065	5,044	5,022	4,921	4,923	4,879	4,876	4,877	4,865
2	Total number of men working days	126,797	121,333	115,789	127,965	118,111	127,613	117,106	116,996	97,368
3	Total number of men days worked	115,075	108,696	99,245	110,033	101,160	107,616	99,285	101,995	84,998
4	Total absence in men days	11,722	12,637	16,544	17,932	16,951	19,997	17,821	15,001	12,370
5	Total number of men days lost on account of sickness	1,551	1,485	1,804	1,941	1,902	2,234	2,115	1,677	1,488
	(i) caused by injuries sustained while on duty	575	505	599	740	612	379	563	408	401
	(ii) due to malaria *plus* "fevers"	770	839	892	900	1,003	1,828	1,240	1,060	910
	(iii) due to causes other than those under (i) and (ii)	206	141	313	301	287	27	312	209	177
6	Total wages paid	285,170	288,412	274,602	287,074	271,359	276,230	270,396	217,932	199,966
7	Wages paid for men days actually worked	263,304	256,635	233,181	259,004	243,083	258,412	235,934	192,656	174,745
8	Wages paid for absence on account of sickness	1,374	928	1,013	2,041	1,578	1,982	1,814	1,959	1,805
	(i) caused by injuries sustained while on duty	1,374	928	1,013	1,346	995	768	1,261	1,527	1,243
	(ii) due to malaria *plus* "fevers"	..	..	..	695	583	1,106	553	432	562
	(iii) due to causes other than those under (i) and (ii)	..	..	..	301	..	108	..	..	..
9	Wages paid for days of absence other than absence due to sickness	20,492	30,849	40,408	26,029	26,698	15,836	32,648	23,317	23,416

Workshops at Sukkur.

1	Total number of men employed on the last working day of each month	1,786	1,786	1,787	1,785	1,798	1,816	1,817	1,803	1,803
2	Total number of men working days	44,721	44,705	42,894	48,145	44,784	47,432	43,621	43,274	36,096
3	Total number of men days worked.	41,095	39,646	38,220	42,620	39,911	42,473	39,268	39,102	32,458
4	Total absence in men days	3,626	5,059	4,674	5,525	4,873	4,559	4,353	4,172	3,638
5	Total number of men days lost on account of sickness	331	650	573	457	344	334	197	475	454
	(i) caused by injuries sustained while on duty	105	117	100	55	71	58	53	81	75
	(ii) due to malaria *plus* "fevers"	153	259	283	124	98	27	97	241	196
	(iii) due to causes other than those under (i) and (ii)	73	274	190	278	175	249	47	153	183
6	Total wages paid	98,048	103,939	99,175	101,828	96,303	100,141	92,066	87,775	88,882
7	Wages paid for men days actually worked	87,870	89,690	82,441	90,678	86,191	93,127	80,117	79,679	79,511
8	Wages paid for absence on account of sickness	421	361	502	658	113	452	320	435	436
	(i) caused by injuries sustained while on duty	188	11	14	184	..	256	263	49	50
	(ii) due to malaria *plus* "fevers"	66	28	105	182	29	42	39	243	188
	(iii) due to causes other than those under (i) and (ii)	167	322	383	292	84	154	18	143	198
9	Wages paid for days of absence other than absence due to sickness	9,757	13,888	16,232	10,492	10,999	6,562	11,629	7,661	8,935

Statement showing sickness among staff employed in the Railway workshops in the different parts of India, during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
				NORTH WESTERN RAILWAY—*contd.* *Wagon Repair Shops, Karachi.*						
1	Total number of men employed on last working day of each month	735	733	735	734	733	733	732	730	729
2	Total number of men working days	18,421	18,647	17,640	19,176	18,096	19,150	17,568	17,246	14,671
3	Total number of men days worked	16,557	16,748	16,234	18,077	17,106	18,120	16,412	16,344	13,639
4	Total absence in men days	1,864	1,899	1,406	1,099	990	1,030	1,156	902	1,032
5	Total number of men days lost on account of sickness :—	76	82	145	160	54	22	164	190	29
	(i) caused by injuries sustained while on duty	7	..	32	25	16	..	10	13	..
	(ii) due to malaria *plus* "fevers"	..	..	..	13	10	14	95	58	27
	(iii) due to causes other than those under (i) and (ii)	69	82	113	122	26	8	59	119	2
6	Total wages paid	40,218	40,630	40,733	42,245	42,682	41,078	40,404	39,812	36,418
7	Wages paid for men days actually worked	39,518	40,165	39,947	41,500	42,118	40,498	39,775	39,191	35,964
8	Wages paid for absence on account of sickness	52	..	85	68	34	..	26	28	..
	(i) caused by injuries sustained while on duty	52	..	85	68	34	..	26	28	..
	(ii) due to malaria *plus* "fevers"	..	..	..	..	..	..	..	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	..	..	..
9	Wages paid for days of absence other than absence due to sickness	648	465	701	677	530	580	603	593	454

Signal Workshop, Lahore.

1	Total number of men employed on last working day of each month	769	765	762	764	765	766	770	770	762
2	Total number of men working days	19,212	18,423	17,562	19,944	18,444	19,891	18,437	18,594	15,303
3	Total number of men days worked	17,617	16,683	15,560	17,168	15,894	16,499	15,628	16,107	13,246
4	Total absence in men days	1,595	1,740	2,002	2,776	2,550	3,392	2,809	2,487	2,057
5	Total number of men days lost on account of sickness	36	54	72	104	61	367	67	77	27
	(i) caused by injuries sustained while on duty	36	54	72	85	33	6	60	67	21
	(ii) due to malaria *plus* "fever"	..	..	..	19	28	45	7	5	5
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	316	..	5	1
6	Total wages paid	33,088	32,197	30,025	33,658	32,524	31,630	31,667	30,695	27,591
7	Wages paid for men days actually worked	29,998	29,184	26,871	29,347	27,028	27,956	26,432	26,686	22,214
8	Wages paid for absence on account of sickness	..	6	156	214	296	755	25	196	89
	(i) caused by injuries sustained while on duty	..	6	156	64	90	111	25	96	56
	(ii) due to malaria *plus* "fever"	..	..	..	150	206	226	..	38	21
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	418	..	62	12
9	Wages paid for days of absence other than absence due to sickness	3,090	3,007	2,998	4,097	5,200	2,919	5,210	3,813	5,288

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
				NORTH WESTERN RAILWAY—*concld.* *Workshops at Kalka.*						
1	Total number of men employed on last working day of each month	147	149	147	147	147	150	116	116	115
2	Total number of men working days	3,826	4,023	3,691	3,969	3,822	3,892	2,638	2,736	2,281
3	Total number of men days worked	3,745	3,854	3,507	3,831	3,700	3,646	2,467	2,491	2,084
4	Total absence in men days	81	169	184	138	122	246	171	245	197
5	Total number of men days lost on account of sickness	29	66	98	57	60	84	28	34	55
	(i) caused by injuries sustained while on duty	..	..	16	21	6	..	9	..	..
	(ii) due to malaria *plus* "fever"	..	35	22	3	..	40	19	11	8
	(iii) due to causes other than those under (i) and (ii)	29	31	60	33	54	44	..	23	47
6	Total wages paid	8,680	8,416	8,054	8,156	7,808	9,110	5,772	5,549	4,702
7	Wages paid for men days actually worked	8,207	7,942	7,568	8,015	7,661	8,853	5,265	4,802	4,139
8	Wages paid for absence on account of sickness	..	..	12	14	4	20	6	20	27
	(i) caused by injuries sustained while on duty	..	..	12	14	4	..	6	..	..
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	..	3	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	20	..	17	27
9	Wages paid for days of absence other than absence due to sickness	473	474	474	127	143	246	501	727	536

EASTERN BENGAL RAILWAY.
Loco. Shops, Kanchrapara.

1	Total number of men employed on the last working day of each month . . .	2,892	2,914	2,906	2,896	2,912	2,903	2,890	2,879	2,872
2	Total number of men working days	66,478	72,784	61,026	78,192	75,712	49,351	37,570	71,975	51,696
3	Total number of men days worked	58,163	58,608	49,062	68,171	68,341	44,508	30,239	60,767	43,955
4	Total absence in men days .	8,315	14,176	11,964	10,021	7,371	4,843	7,331	11,208	7,741
5	Total number of men days lost on account of sickness . .	905	990	649	1,420	961	656	436	925	605
	(i) caused by injuries sustained while on duty . .	173	197	126	242	248	104	30	115	89
	(ii) due to malaria *plus* "fever" . . .	165	293	125	466	410	271	217	550	217
	(iii) due to causes other than those under (i) and (ii) .	567	500	398	712	303	281	189	260	299
6	Total wages paid . . .	107,699	115,882	98,860	118,679	115,069	94,403	94,552	102,722	97,001
7	Wages paid for men days actually worked	100,178	102,346	87,869	113,304	110,432	77,478	63,486	98,566	81,481
8	Wages paid for absence on account of sickness . .	1,058	1,058	290	1,349	888	503	195	310	163
	(i) caused by injuries sustained while on duty . .	200	237	92	262	565	276	31	112	111
	(ii) due to malaria *plus* "fever" . . .	243	74	48	186	140	118	93	149	39
	(iii) due to causes other than those under (i) and (ii) .	615	747	150	901	183	109	71	49	13
9	Wages paid for days of absence other than absence due to sickness	6,463	12,478	10,701	4,026	3,749	16,422	30,871	3,846	15,357

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
					EAST INDIAN RAILWAY. *Workshops at Jamalpur.*					
1	Total number of men employed on the last working day of each month	9,957	10,245	10,052	10,246	10,095	10,178	10,184	10,153	9,992
2	Total number of men working days	219,044	266,370	222,398	276,642	252,375	223,916	155,192	256,251	199,840
3	Total number of men days worked	196,485	233,104	203,240	247,166	222,828	201,970	138,808	229,862	185,403
4	Total absence in men days	22,639	33,266	19,158	29,476	29,547	21,946	16,384	26,389	14,437
5	Total number of men days lost on account of sickness	5,703	5,893	5,301	6,108	12,048	7,294	6,291	5,474	3,007
	(i) caused by injuries sustained while on duty	121	192	282	278	362	355	192	214	274
	(ii) due to malaria *plus* "fever"	1,238	396	319	602	2,659	1,158	1,132	792	469
	(iii) due to causes other than those under (i) and (ii)	4,344	5,305	4,700	5,228	9,027	5,781	4,967	4,468	2,264
6	Total wages paid	250,793	270,298	261,781	277,524	274,705	269,303	267,887	297,437	266,083
7	Wages paid for men days actually worked	188,683	214,876	185,155	233,020	209,368	195,843	142,775	229,025	194,340
8	Wages paid for absence on account of sickness	3,774	3,918	3,540	3,248	5,899	3,412	3,313	3,212	1,667
	(i) caused by injuries sustained while on duty	21	72	100	155	260	233	146	107	96
	(ii) due to malaria *plus* "fever"	508	193	146	129	946	419	325	266	93
	(iii) due to causes other than those under (i) and (ii)	3,245	3,653	3,294	2,964	4,693	2,760	2,842	2,839	1,478
9	Wages paid for days of absence other than absence due to sickness	58,336	51,504	73,086	41,256	59,438	70,048	121,799	65,200	70,076

GREAT INDIAN PENINSULA RAILWAY.

Workshops at Parel.

1	Total number of men employed on the last working day of each month	..	..	..	..	..	..	3,889	3,665	3,893
2	Total number of men working days	..	..	..	..	..	..	92,528	91,076	100,267
3	Total number of men days worked	..	..	..	..	..	..	80,487	77,794	87,470
4	Total absence in men days	..	..	..	..	..	..	12,041	13,282	12,797
5	Total number of men days lost on account of sickness	..	..	..	..	..	..	2,886	2,923	2,906
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	557	650	752
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	446	288	200
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	1,883	1,985	1,954
6	Total wages paid	..	..	..	..	..	..	206,414	189,333	215,949
7	Wages paid for men days actually worked	..	..	..	..	..	..	187,540	178,666	198,656
8	Wages paid for absence on account of sickness	..	..	..	..	..	..	2,435	2,207	1,428
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	738	1,111	957
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	62	227	56
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	1,635	869	415
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	16,439	8,460	15,865

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
			GREAT INDIAN PENINSULA RAILWAY—*contd.* *Workshops at Jhansi.*							
1	Total number of men employed on the last working day of each month	..	..	..	..	..	..	4,185	4,180	4,165
2	Total number of men working days	..	..	..	..	..	..	98,396	102,180	106,369
3	Total number of men days worked	..	..	..	..	..	..	86,710	91,151	95,561
4	Total absence in men days	..	..	..	..	..	..	11,686	11,029	10,808
5	Total number of men days lost on account of sickness	..	..	..	..	..	..	2,076	1,863	1,788
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	279	366	33
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	123	117	81
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	1,674	1,380	1,404
6	Total wages paid	..	..	..	..	..	..	128,185	128,820	142,391
7	Wages paid for men days actually worked	..	..	..	..	..	..	120,286	121,433	134,048
8	Wages paid for absence on account of sickness	..	..	..	..	..	..	463	436	718
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	261	225	442
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	..	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	202	211	276
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	7,436	6,951	7,625

		Workshops at Matunga.								
1	Total number of men employed on the last working day of each month. . . .	..	..	..	..	..	..	5,083	5,084	5,055
2	Total number of men working days	..	..	..	..	..	..	123,308	126,162	130,662
3	Total number of men days worked	..	..	..	..	..	..	109,848	112,575	116,465
4	Total absence in men days .	..	..	..	..	..	..	13,460	13,587	14,197
5	Total number of men days lost on account of sickness .	..	..	..	..	..	..	2,495	2,954	3,171
	(i) caused by injuries sustained while on duty . .	..	..	..	..	..	..	462	597	631
	(ii) due to malaria *plus* "fever" . . .	..	..	..	..	..	..	161	159	113
	(iii) due to causes other than those under (i) and (ii) .	..	..	..	..	..	..	1,872	2,198	2,427
6	Total wages paid	..	..	..	..	..	..	247,926	247,554	267,383
7	Wages paid for men days actually worked	..	..	..	..	..	..	232,517	239,308	254,973
8	Wages paid for absence on account of sickness . .	..	..	..	..	..	..	935	1,233	948
	(i) caused by injuries sustained while on duty . .	..	..	..	..	..	..	561	460	623
	(ii) due to malaria *plus* "fever" . . .	..	..	..	..	..	..	31	66	..
	(iii) due to causes other than those under (i) and (ii) .	..	..	..	..	..	..	343	707	325
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	14,474	7,013	11,462

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December
		BOMBAY, BARODA AND CENTRAL INDIA RAILWAY. *Locomotive Central Shops, Ajmer.*								
1	Total number of men employed on the last working day of each month	4,482	4,491	4,508	4,499	4,504	4,512	4,507	4,516	4,495
2	Total number of men working days	107,568	115,643	115,517	110,225	116,541	120,132	103,661	108,384	110,127
3	Total number of men days worked	96,186	98,550	103,145	101,807	106,897	107,680	93,070	98,929	99,706
4	Total absence in men days	11,382	17,093	12,372	8,418	9,644	12,452	10,591	9,455	10,421
5	Total number of men days lost on account of sickness	519	674	691	827	918	1,255	1,218	920	908
	(i) caused by injuries sustained while on duty	149	212	222	332	274	387	534	321	407
	(ii) due to malaria *plus* "fever"	18	84	45	21	140	204	241	205	115
	(iii) due to causes other than those under (i) and (ii)	352	378	424	474	504	664	443	394	386
6	Total wages paid	175,361	180,448	192,723	182,663	188,936	189,565	167,811	175,455	173,026
7	Wages paid for men days actually worked	142,571	148,320	152,627	152,178	161,660	164,423	140,281	151,787	150,726
8	Wages paid for absence on account of sickness	775	300	250	358	680	720	1,054	558	480
	(i) caused by injuries sustained while on duty	140	97	112	157	229	220	605	327	264
	(ii) due to malaria *plus* "fevers"	3	2	10	..	36	17	76	12	49
	(iii) due to causes other than those under (i) and (ii)	632	201	128	201	415	483	373	219	167
9	Wages paid for days of absence other than absence due to sickness	32,015	31,828	39,846	30,127	26,596	24,422	26,476	23,110	21,820

BENGAL NAGPUR RAILWAY.

Workshops at Khargpur.

1	Total number of men employed on the last working day of each month	..	..	..	..	..	..	500	500	500
2	Total number of men working days	..	..	..	..	..	..	11,500	12,500	10,000
3	Total number of men days worked	..	..	..	..	..	..	10,114	10,906	9,229
4	Total absence in men days	..	..	..	..	..	..	1,386	1,594	771
5	Total number of men days lost on account of sickness	..	..	..	..	..	..	111	98	153
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	73	80	69
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	..	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	38	18	84
6	Total wages paid	..	..	..	..	..	..	12,308	11,989	12,477
7	Wages paid for men days actually worked	..	..	..	..	..	..	11,184	11,873	10,748
8	Wages paid for absence on account of sickness :—	..	..	..	..	..	..	80	116	108
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	80	116	108
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	..	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	..	..	..
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	1,044	..	1,621

NOTE.—The total number of workmen at Khargpur is approximately 10,000. The statements above were kept for a group of 500 only.

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*contd.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
		MADRAS AND SOUTHERN MAHRATTA RAILWAY. *Workshops at Bangalore.*								
1	Total number of men employed on the last working day of each month	..	..	..	..	..	..	290	289	290
2	Total number of men working days	..	..	..	..	..	..	6,522	7,231	7,268
3	Total number of men days worked	..	..	..	..	..	..	5,796	6,473	6,686
4	Total absence in men days	..	..	..	..	..	..	726	758	582
5	Total number of men days lost on account of sickness	..		..	..	..	..	35	183	66
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	..	..	8
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	7	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	28	183	58
6	Total wages paid	..	..	..	..	..	..	10,778	11,123	10,922
7	Wages paid for men days actually worked	..	..	..	..	..	..	9,280	10,442	9,900
8	Wages paid for absence on account of sickness	..	..	..	..	..	..	50	234	98
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	..	..	4
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	11	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	39	234	94
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	1,448	447	924

Workshops at Perambur.

1	Total number of men employed on the last working day of each month . . .	..	..	..	..	..	..	6,991	6,914	6,847
2	Total number of men working days	..	..	..	..	..	..	162,978	179,764	169,829
3	Total number of men days worked	..	..	..	..	..	..	151,624	166,814	154,604
4	Total absence in men days .	..	..	..	..	..	..	11,354	12,950	15,225
5	Total number of men days lost on account of sickness .	..	..	..	..	..	..	1,188	1,639	1,954
	(i) caused by injuries sustained while on duty . . .	..	..	..	..	..	..	341	381	340
	(ii) due to malaria *plus* "fever". . . .	..	..	..	..	..	..	160	326	236
	(iii) due to causes other than those under (i) and (ii) . .	..	..	..	..	..	..	687	932	1,378
6	Total wages paid . . .	..	..	..	..	..	..	261,563	279,679	265,649
7	Wages paid for men days actually worked . . .	..	..	..	..	..	..	245,274	273,097	252,932
8	Wages paid for absence on account of sickness . .	..	..	..	..	..	..	1,262	1,113	1,039
	(i) caused by injuries sustained while on duty . .	..	..	..	..	..	..	447	457	377
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	145	102	51
	(iii) due to causes other than those under (i) and (ii) . .	..	..	..	..	..	..	670	554	611
9	Wages paid for days of absence other than absence due to sickness . . .	..	..	..	..	..	..	15,027	5,469	11,678

Statement showing sickness among staff employed in the Railway workshops in the different parts of India during the period April to December 1930—*concld.*

Item.	Particulars.	April.	May.	June.	July.	August.	September.	October.	November.	December.
					MADRAS AND SOUTHERN MAHRATTA RAILWAY—*concld.* *Workshops at Hubli.*					
1	Total number of men employed on the last working day of each month	..	..	..	..	..	..	3,517	3,520	3,500
2	Total number of men working days	..	..	..	..	..	..	73,827	92,128	87,227
3	Total number of men days worked	..	..	..	..	..	..	68,386	82,864	78,976
4	Total absence in men days	..	..	..	..	..	..	5,441	9,264	8,251
5	Total number of men days lost on account of sickness	..	..	..	..	..	..	279	353	412
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	90	90	177
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	67	101	78
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	122	162	157
6	Total wages paid	..	..	..	..	..	..	113,290	133,734	126,713
7	Wages paid for men days actually worked	..	..	..	..	..	..	94,417	123,786	117,493
8	Wages paid for absence on account of sickness	..	..	..	..	..	..	94	124	238
	(i) caused by injuries sustained while on duty	..	..	..	..	..	..	91	119	238
	(ii) due to malaria *plus* "fever"	..	..	..	..	..	..	3	..	..
	(iii) due to causes other than those under (i) and (ii)	..	..	..	..	..	..	..	5	..
9	Wages paid for days of absence other than absence due to sickness	..	..	..	..	..	..	18,779	9,824	8,982

SOUTH INDIAN RAILWAY.

Workshops at Golden Rock.

1	Total number of men employed on the last working day of each month	4,827	4,905	4,927	4,970	5,058	5,103	5,151	5,154	5,062
2	Total number of men working days	105,978	125,580	117,978	133,362	130,642	132,046	128,419	128,549	121,555
3	Total number of men days worked	95,703	113,921	106,086	120,576	118,774	118,263	116,087	115,738	108,120
4	Total absence in men days	10,275	11,659	11,892	12,786	11,868	13,783	12,332	12,811	13,435
5	Total number of men days lost on account of sickness	2,747	3,402	3,226	4,093	3,730	4,022	3,878	4,213	3,332
	(i) caused by injuries sustained while on duty	209	176	392	403	434	433	472	292	497
	(ii) due to malaria *plus* "fevers"	840	691	631	752	715	850	1,202	1,624	688
	(iii) due to causes other than those under (i) and (ii)	1,698	2,535	2,303	2,938	2,581	2,739	2,204	2,297	2,147
6	Total wages paid	169,884	177,456	168,481	179,353	180,158	180,114	187,895	173,488	182,324
7	Wages paid for men days actually worked	125,553	145,657	135,090	153,229	151,094	150,598	147,835	146,590	140,357
8	Wages paid for absence on account of sickness	1,460	1,067	1,375	1,651	1,303	1,593	1,930	1,393	1,066
	(i) caused by injuries sustained while on duty	260	175	324	376	257	207	385	138	155
	(ii) due to malaria *plus* "fevers"	348	216	40	238	169	142	668	598	195
	(iii) due to causes other than those under (i) and (ii)	852	676	1,011	1,037	877	1,244	877	657	718
9	Wages paid for days of absence other than absence due to sickness	42,871	30,732	32,016	24,473	27,761	27,923	38,130	25,505	40,901

IX.—LONDON.

(33)

Note furnished by the Ministry of Labour, Montagu House, Whitehall, London, on the regulation of employment in the port transport services.

The Problem of Port Employment.

The Port Transport Services of Great Britain are carried on in numerous ports, large and small, round the coast. There are probably over 100 ports, ranging from ports of world-wide importance like London to small ports engaged solely on coast-wise traffic with very small ships. The services include the loading and shipping of cargoes of all kinds conveyed to and from the ports by shipping, as well as many ancillary services. These are performed by large numbers of independent firms, generally referred to as port employers. In the Port of London alone, there are estimated to be over 500 firms concerned in this service, and the industry as a whole employs, either permanently or casually, over 150,000 insured workers.

The most noticeable feature of a port work is that it is subject to severe diurnal as well as wider seasonal fluctuations caused by uncertainty in the movement of both shipping and goods. Necessarily, therefore, these large numbers of port employers each have a continually fluctuating demand for labour.

Moreover, port work is not a continuous process like manufacture, and usually does not admit of continuity in employment as is usually the case with road and rail tansport. Generally, the employers are only able to maintain a small nucleus of permanently employed workers. Port work largely comprises a collection of jobs almost invariably of short duration, beginning and ending, more or less, with the arrival and departure of ships.

As a result of the irregular character of port employment under present conditions there has been a marked tendency for the rate of wages to be fixed at a relatively high level in view of the fact that earnings may be limited to one or two days in each week. This fact combined with the factors referred to above, together with a large surplus of general labour in the ordinary employment market, has tended to attract to the port transport industry a body of workers considerably in excess of even its maximum requirements, so that the common experience of workers in the industry has been a most precarious livelihood and continual under-employment.

The Registration of Port Labour.

The difficult situation referred to above has for some years been the subject of general concern, and certain measures have now been initiated with a view to overcoming its worst effects. In most of the larger ports, and many of the smaller ports, the employers and workers have combined their resources to establish and administer registration schemes under the recommendations of various committees of enquiry. The principal object of these schemes is to limit the number of potential workers in some relation to the amount of work available so as to overcome severe competition for work, and also provide some basis upon which employment in the industry can be regularised. This is done by issuing to all men recognised as *bona fide* port workers a form of token or means of identification, while, at the same time, the employers concerned have agreed to give preference in port employment to holders of this token. The joint administrative committees who conduct these schemes take steps from time to time to regulate the number of workers, recruiting fresh workers as required so as to maintain an adequate, but not excessive, supply of labour. Within the bounds of each scheme the individual employers have a free choice in the selection of labour and if at any time the supply of registered labour is inadequate, they are at liberty to obtain other labour from other sources. It may be pointed out that compliance with these schemes is purely voluntary. Nevertheless the large majority of port employers fully support these measures.

The Engagement of Port Labour.

Generally speaking, each port employer makes his own independent arrangements for the actual engagement of labour. As a rule port labour is engaged at some place which, by common usage or custom, has become recognised as a place to apply for port work. It will be appreciated, therefore, that large

ports have numerous such call places, and each place has its own separate body of men applying for work. Thus, on occasions, employers find insufficient men at their own call place with no means of obtaining the services of other port workers who may be surplus to requirements at another place. In consequence it has been found necessary, in order to ensure a sufficient supply of labour for all employers without recourse to the general labour market, to register for port work more men than the number actually required as indicated by the aggregate labour demand; thereby continuing, to some extent, in spite of the limitation by registration, the condition of under-employment.

With a view to overcoming this difficulty in some ports, steps are being taken either to amalgamate or to co-ordinate the various call places in the port. By this means, employers would be able to "tap" supplies of port workers over a wider field, while the opportunity of obtaining port employment would be increased for the individual workers.

The ultimate object of these measures is "decasualisation", or the creation of machinery by which the total supply of labour in each port can be scientifically related to the aggregate normal labour demand, so that the greatest possible regularity of employment can be provided for a selected body of workers, affected only by those fluctuations which are the common present day experience of industry in general.

In order to indicate the importance of this problem, it may be stated that whereas the general percentage of unemployment throughout the country in 1929 was 10·4, the extent of unemployment in this industry, mostly occasioned by chronicle under-employment, during the same period was over 30 per cent.

Departmental Assistance.

While the measures described above have, in the main, been initiated and are controlled by the industry itself, the Department has afforded material assistance in connection with administration. In certain cases the secretarial and clerical work is performed by Officers of the Department; where necessary, premises have also been provided at the public expense. The Department is concerned in the control of labour for industry in general throughout the country and acts in this matter through its system of Employment Exchanges. To all intents and purposes the measures taken above are a modification of this system suited to the peculiar needs of this particular industry. Furthermore, the administration of the Unemployment Insurance Scheme affects port workers and in this case also the Department has found it necessary to adapt its machinery. At the present stage, however, the Department has concerned itself only with administration and has not in any material sense attempted to influence the policy of the industry.

(34)

Note furnished by the Ministry of Labour, Montagu House, Whitehall, London, on arrangements made between the Labour Department, employers and workers for the recruitment and Transfer of Labour for seasonal work.

(i) Seasonal Domestic Work.

The Department's arrangements for dealing with this type of special placing work is governed by the fact that the supply of experienced domestic workers is by no means equal to the demand at seasonal resorts. Further, employers are very unwilling to take inexperienced and untrained workers except as a last resort, and many have definite arrangements with individual workers who come back to them year after year and with their recruitment the Exchange is not concerned. But a very considerable volume of placing work is handled by the Exchanges and the Department's general plan of campaign for recruitment and transfer of labour is on the following lines.

Action in demand area.

At the beginning of the season the Exchange situated in the area in which the seasonal demand exists, conducts an intensive canvass of employers by means of personal calls, circular letters and advertisements asking them to notify their vacancies to the Exchange. In this way it is possible to obtain a fairly good estimate of the extent of the demand which has to be met. Constant touch is maintained with employers to keep the information obtained up to date.

Linking up of supply area.

When the probable extent of the demand is known demand areas are linked with those at which a supply of seasonal domestic workers is available. These supply areas are very largely related to particular demand areas according to travelling distance and general transport facilities. Thus, for instance, the North Wales seasonal resorts draw their normal supply of labour chiefly from Lancashire while the labour supply of South Wales is transferred to Southern resorts, the difficulties of transport between North and South Wales being too great to allow of an easy flow of labour between them. Special arrangements are made by which Clearing Houses are established for special areas to draft applicants to the vacancies most convenient to them. Officers from Exchanges in the demand areas visit the supply areas to become acquainted with the type of labour there and to explain to likely applicants the conditions of work which can be offered them.

Action in supply area.

In the supply areas an advertising campaign is also undertaken at the beginning of the season in order to bring to the notice of any likely workers the opportunities of employment at seasonal resorts. Experienced hotel and boarding house workers being insurable are normally registered at the Exchange and no difficulty is found in placing them. Efforts have to be directed towards securing private domestic servants and workers untrained in this work but with sufficient adaptability to undertake it and every effort is made by means of posters, etc., to attract likely employees.

Arrangements for transfer.

When workers have been found, definite vacancies with particular employers are offered to them. The Department is able, by means of advance of fares to facilitate the transfer of workers from one area to another and all applicants are advised to get in touch with the Exchange in the locality of their employment so that they may refer to it in any difficulty. Arrangements are made, where necessary, to meet applicants at the station and to conduct them to their work and very close co-operation is maintained with Welfare Societies, Travellers' Aid Societies, etc., at the seaside resorts. The Exchange has authority within certain limits when an applicant becomes stranded away from home without employment, to issue a warrant for her return fare home.

There are given below figures showing for each Division the numbers of vacancies notified and filled during 1928, and 1929.

Division.	1928.	1929.
South Eastern	6,183	6,260
South Western	2,732	3,197
Midlands	77	115
North Eastern	4,662	5,386
North Western	3,041	3,365
Scotland	3,426	4,606
Wales	3,478	3,472
Total	23,599	26,401

(ii) **Sugar Beet Workers, Fruit and Pea Pickers, Harvest Workers.**

Endeavours are made each season to organise as far as possible through the Employment Exchanges the supply of seasonal labour required by farmers and growers in connection with the cultivation and harvesting of their various crops.

With this end in view steps are taken to ascertain in advance the likely requirements of farmers and growers and circular letters and leaflets are issued to them in various districts calling their attention to the facilities offered by the Department for the engagement of such labour as they may require. Personal visits are also paid to them in many cases by officers of the Exchanges in order that co-operation may be arranged.

As regards supply, steps are taken early in the season carefully to register all persons applying at the Exchanges who have qualifications rendering them suitable for the various types of seasonal work upon the land, and posters are displayed advising unemployed agricultural workers and others who desire such work to register their names at the Exchanges.

Arrangements additional to the ordinary "clearing" machinery of the Exchange system have been found necessary for the 'mating' of supply and demand: for example, certain Exchanges in the growing areas are selected as special 'clearing houses' for the demands for labour for sugar-beet cultivation, their function being, in the event of a shortage of the type of labour required being reported in any area, to arrange for any surplus which may exist in other areas quickly to be drawn upon.

The fares of workers transferred from a distance can be advanced to them, arrangements being made for repayment in small monthly instalments. In cases in which the employer pays the fares, either bearing the whole cost himself or subsequently recovering the amount due from each worker by deductions from wages, railway vouchers can either be issued to the workers upon his behalf (the amount of the fares afterwards being reclaimed by the Department from the employer) or special arrangements can be made for the purchase of railway tickets by the Exchange upon the receipt of an "open" cheque from the employer.

It should be remembered that the whole of the Department's Employment Agency work is on a voluntary basis, and that while the facilities outlined above are available for all, and are brought to the notice of as wide an interested public as possible, the migration of labour can only be controlled in so far as the facilities available are used. Agriculturalists are, on the whole, conservative and are not yet to any considerable degree accustomed to using the Employment Exchanges for their labour supply. The distance of most farms from the nearest local office of the Department is also a deterrent factor.

It is also important to remember that agriculture is not insurable against unemployment, so that the Ministry of Labour has no means of ascertaining, the total number of persons finding seasonal work in the industry. It may be noted that during 1929 30,000 agricultural vacancies were filled by the Employment Exchanges.

X.—BURMA.

(35)

Letter from Messrs. Steel Brothers and Co., Limited, Timber Department, Rangoon, to the Joint Secretary, Royal Commission on Labour in India, dated the 3rd November 1930.

With reference to the visit of the Commission to our Dunneedaw Saw Mill on 1st instant, our Mill Manager (Mr. A. A. Conway), in his evidence* stated that he understood the experiment had been made of paying the shipping coolies direct instead of through the *maistry*.

Our Mill Manager has since made enquiries into the matter and advises that the direct payment was hardly in the nature of an experiment but was brought about for the following reasons :—

In 1925 at our East Saw Mill (adjacent to the Mill visited by the Commission) a small section of the shipping coolies became out of hand and unruly. It was suspected that this was due to outside influences.

The unruly section endeavoured to create discontent among the remainder of the men which resulted in the *maistry's* authority being undermined and work suffered accordingly.

The malcontents made certain allegations against the *maistry, viz.*, that he did not credit them with the full number of hours worked and that he made deductions from their wages.

The then Manager of the mill proceeded to make enquiries, pending the result of which he suspended the *maistry* and controlled the work of the coolies himself, paying them their wages direct.

This system, instead of improving matters, merely served to make the trouble-makers more independent and unruly. Less work was done than formerly and even the authority of the Manager was to some extent disregarded.

The result of the Mill Manager's investigations showed that the entire trouble was due to the dissatisfied few, the remainder of the gang being wholly contented with their conditions. The *maistry* was exonerated from blame as on the bulk of the evidence put forward he was found to be fair in his dealings with his men.

The ringleaders were removed, direct payment discontinued and the former method of payment through the *maistry* was reinstated and no further trouble was experienced.

As the Mill at which the trouble arose has been closed down for over a year and the staff dispensed with, it is a matter of some difficulty to get at the facts of the case at this date, but we have set those out as far as they can now be ascertained.

(36)

Letter from Mr. A. B. Mallett, Assistant Manager, British India Steam Navigation Coy., Ltd., Rangoon, to the Joint Secretary, Royal Commission on Labour in India, dated the 18th November 1930.

. . . . . There are 90 gang *maistries* on the British India Steam Navigation Company's books and from the 1st of January to the 31st December 1930 the Company employed 18,653 gangs of 15 men per gang. Assuming that none of the gang *maistries* returned to India after the four months busy season, ending April, and that the work throughout the year was divided evenly between the 90 *maistries* the average number of shifts worked by each *maistry* is 17 per mensem for each month of the year. Our records do not show the actual number of shifts worked by each one individually but presumably the work must have been evenly distributed as otherwise we should have received complaints. No complaints were made.

As requested† I enclose herewith a statement giving the present establishment, from the Cargo Superintendent downwards, to work the system in force with the British India Steam Navigation Company, Limited. I regret that I cannot send you a statement of any of the local stevedores' establishments, to work the stevedore system, as I am unable to obtain such particulars, which are kept private by the stevedores.

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*Royal commission on Labour evidence Volume X, Part II, Page 124.
†Royal commission on labour evidence Volume X, Part II, Page 239.

Enclosure.

Statement showing the establishment employed by the British India Steam Navigation Company, Ltd., in the Cargo Department.

Cargo Department Staff—

Cargo Superintendent			Mr. J. C. Treleaven.
Assistant Cargo Superintendent			Mr. W. W. K. Bishop.
Export Staff—			
Head Supervisor	(Permanent)	1	
Clerks	,,	2	
Supervisors	,,	10	
Tally Clerks	,,	13	
Weighing clerks	,,	26	(for weighing cargo.)
Tally Clerks	(Daily)	122	
Manifest Clerks	,,	8	
		182	
Import Staff—			
Head Import Clerk	(Permanent)	1	
Assistant Import Clerk	,,	1	
Supervisors	,,	6	
Import Tally Clerks	,,	7	
Import Tally Clerks	(Daily)	19	
Lamp Man	(Permanent)	1	
Durwans	,,	16	
Sewing Men	,,	7	
Sweeper	,,	1	
Head Gunner	,,	1	
Assistant Gunners	(Daily)	19	
		79	
Labour Staff—			
Labour Bill Clerks	(Permanent)	5	
Telegu Head *Maistry*	,,	1	
Burmese Head *Maistry*	,,	1	
		7	

(37)

Letter from Mr. K. M. Desai, B. Com., Secretary, Burma Indian Chamber of Commerce, to the Joint Secretary to the Royal Commission on Labour in India, No. G. L100/30/31, dated the 27th November 1930.

In accordance with the promise* made by the representatives of the Chamber, who appeared to tender oral evidence before the Royal Commission on Labour on the 30th October 1930, I am directed to forward hereby the views of my Committee on the recent Rangoon dock strike and the Trade Disputes Act.

2. The Commission are doubtless aware that the dock strike was followed by serious rioting, which commenced in the morning of 26th May 1930. My Committee are sure that during their stay in Rangoon, the Commission have fully acquainted themselves with the circumstances connected with the settlement of the said strike. It is unnecessary to point out that as a result of the riots, not only Indian labourers but Indians of all classes, were panic-stricken and were led to consider their lives unsafe. Not only this, but there was an imminent danger of the disturbances breaking out in the districts, where the Indian community forms a very small proportion of the population and where police protection under such a contingency would have proved hopelessly inadequate. Thus the situation not only in Rangoon but in the districts too was so tense and so serious that an immediate quelling down at any cost of the riots in Rangoon, which had had their origin in the dock strike, was considered inevitable to restore public peace and safety. It was under such unprecedented and tragic circumstances that negotiations for a settlement had to be carried on between the various parties directly or indirectly affected by the strike, and more particularly by its aftermath, the riots.

*Volume X, Part II of the oral evidence Pages 90 and 93.

3. On the 27th May, an agreement was reached between certain leaders of the Burman and Indian communities to the effect that "no employment should be accepted from shipping companies by either Burmese or Indian labour, except coal labour, until the Burmese labour has received a fair and proper treatment to the satisfaction of both Burmese and Indian leaders." The first suggestion made was that the Burmans, who during the strike had been employed on shipping labour, should be compensated for loss of employment and should be sent back to their villages as had been done under similar circumstances about six years ago. The Burman leaders were, however, emphatic that this solution would not be accepted by the Burman labourers as an honourable settlement of the dispute and moreover they made it plain that if this course were adopted there was a considerable danger that the disturbances in Rangoon might continue and might spread to other places in Burma. Their view of the pact was that it could not be honourably immplemented unless the settlement arrived at provided for a continuance of a proportion of Burman labour in the shipping labour of Rangoon. Under the stress of the situation then existing, at least some of the Indian gentlemen, who had signed the pact, were also forced to take the same view. It was on the basis of this agreement that the Conciliation Board was appointed by Government merely to work out the details of the agreement. As a result of the labours of the Conciliation Board, it was arranged that the Burmese and Corringhi ordinary shipping labourers should be employed on a 50 : 50 basis.

4. Before dealing with the principle underlying the settlement my Committee beg to submit that the Commission should carefully consider whether Government were right in dictating to the Conciliation Board the principle on which the settlement should be based. It is argued that even the employers of labour consented that a settlement on the lines indicated in the agreement referred to above offered the best chance of composing the situation in Rangoon. My committee beg to submit, however, that the consent of the employers can by no means be construed as a free and willing consent and that it was evidently a most reluctant consent—if at all it could rightly be called a consent—forced upon them by the exigencies of the situation and under pressure from Government. It may also be pointed out that the immediate point at issue was no longer confined to the differences between the employers and the employed but involved the larger question of restoring public safety. It was therefore obviously impossible for the employers to express themselves freely as otherwise they would certainly have been exposed to the accusation of having stood in the way of restoring public peace.

5. It is also contended, unfortunately not without some show of justification, that the settlement was accepted in principle even by my Chamber; and the appointment of one of its members on the Conciliation Board would apparently go to support this contention. In this connection, I am directed to explain the circumstances under which a member of my Chamber happened to be appointed on the Conciliation Board. On the arrival of His Excellency the Governor from Maymyo on the 29th May, a deputation of my Chamber interviewed His Excellency in order to place before him the Chamber's views on the disturbances in the city and more particularly to press upon His Excellency's attention the deplorable inefficiency of the police in affording protection to which Indian labourers were legitimately entitled. Before, however, giving any opportunity to the Deputation to do so, His Excellency proceeded to explain to them the principle on which a tentative settlement had been arrived at and stated that he proposed to appoint a Conciliation Board and also invited the deputation to appoint a member to serve on the Board. The Deputation, however, made it clear that they were not authorised to discuss the terms of the settlement but as His Excellency appeared anxious to lose no time, one of the members of the deputation there and then agreed to serve on the Board. It is thus evident that the deputation were unfortunately compelled to act on the spur of the moment in an atmosphere, which was calculated to endanger the lives of thousands of Indians not only in Rangoon but also in the districts and in such a contingency, the deputation could hardly have been expected to act otherwise. If they had acted otherwise, it is obvious that they would not only have taken upon themselves the tremendous responsibility for the safety of thousands of innocent lives but would moreover have been exposed to the accusation of having stood in the way of bringing about a settlement of the strike which was inevitable to restore normal conditions in the city and to prevent disturbances from spreading in the districts.

6. That the settlement was not accepted by my Chamber will be evident from the fact that on the 31st May, my Committee passed the following resolution :—

> "That the Chamber disagrees with the principle, underlying the Government's reference to the Conciliation Board, of compulsory enforcement of any particular labour on employers. The Chamber further considers the reference as utterly inadequate because it merely relates to the determination of the proportion of Indian and Burmese labour for shipping purposes and ignores the inseparable problems of repatriation of displaced labour, the outturn of labour cost of labour in relation to work, the effect on Shipping Companies, and also the general question of Indian labourers who have been the greater sufferers of the mob atrocities."

7. As regards the principle, I am directed to submit that it is most pernicious and unsound in that the settlement is based not on any economic considerations as it should be but on a purely political basis. Further the principle altogether ignores the inherent right of employers to employ any labour they choose and that of labour to seek employment in any sphere it selects. If this principle is applied to other spheres of trading and industrial activities, my Committee feel that it would be a negation of the inherent right of the people and apprehend that trade and industries would be practically ruined. Apart from this, the principle creates a most mischievous precedent in that it would give rise to similar demands of proportionate employment on the part of various communities in all the industrial centres of India. If the principle is allowed to stand my Committee apprehend that any community, which feels aggrieved on the score of non-employment in a particular sphere, will be encouraged to resort to intimidation and violence on a scale, which would compel the authorities to appoint a Conciliation Board under the Trades Disputes Act and coerce the other parties into accepting a settlement based on purely communal or racial considerations, which would cut through fundamental rights of citizenship inherent or granted under a constitution. My Committee are constrained to observe that a wedge of this nature in the body politic of labour is calculated to destroy solidarity of labour and to create suicidal splits in its ranks on a racial basis. Such a position would so weaken and demoralise labour as to render any demands on its part for the amelioration of its conditions impossible. Black-legging would make strikes impossible and yet black-legging on racial grounds would not be considered from a purely economic point of view as at present.

8. My Committee are of opinion that the creation of employment for, or improving the condition of, any one racial section of labour, or in fact the granting of special treatment to any section of the community is entirely a political matter which should be decided by the legislature or by the exercise of special powers, if any, vested in the Executive under the constitution. My Committee feel that coercion of a majority or a minority and consequent decision by a body under the Trade Disputes Act on a racial basis is tantamount to abdication by Government of its power and the creation of a position in which a consent gained through coercion may form the basis of a so-called agreement and acceptance of the findings of the body or, in the alternative, the shifting of the entire burden of consequences on to the party standing out against the so-called conciliation.

9. My Committee beg to submit that in view of what has been stated above, it should be laid down in the Trades Disputes Act that no settlement of any dispute covered by the Act should be decided on any basis other than economic and that the right of employers to employ any labour they choose and of labour to seek employment in any sphere it likes should in no circumstances be affected by any award under the Act. My Committee further suggest that in the event of Burma being separated from India the provisions indicated above must be included in any similar legislation that may be enacted in Burma or in any Labour Convention that may be effected between India and Burma.

10. In conclusion, it would not be out of place to point out that the Indian labourers displaced as a result of the award of the Conciliation Board were neither compensated nor repatriated at Government cost although representations in this behalf were made. Similarly no compensation was given for damage to life and property which was mostly Indian. The authorities also tried to interfere with free public feeding of the destitute and helpless Indian labourers and used all sorts of threats in order to coerce them into resuming work.

(38)

Information furnished by the Burmah Oil Company, Rangoon, in connection with the oral evidence given by Mr. J. Webster, Labour Superintendent, Burmah Oil Company, Yenangyaung.

* * * * * *

(1) Statement showing percentage of dismissals and discharges to the total number of workmen employed by the Burmah Oil Company at Khodaung during the year 1930.

Months.	Resignations.	Men engaged as substitutes for men on leave and discharged on return of leave taken.	Durwans (watchmen) and domestic servants—temporary employment.	Retrenchment.	Dismissals for neglect of duty, bad attendance, incompetence, imprisonment or other reasons.	Total.	Khodaung Pay-roll.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	
January . .	1·71	·29	·63	·46	·85	3·94	9623
February . .	2·58	·72	·84	·36	·48	4·98	9578
March . .	2·58	·93	1·3	·5	·05	5·36	9616
April . . .	2·12	·84	1·14	·43	·59	5·12	9755
May . . .	1·49	·75	·9	·57	·66	4·37	9795
June . . .	·89	·69	·65	·81	·51	3·55	9762
July . . .	·58	·48	·54	1·83	·48	3·91	9648
August . .	·76	·55	·73	1·91	1·45	5·40	9432
September . .	1·23	·46	·36	·87	1·23	4·15	9923

(2) Revised statement of the turnover of labour indicating the extent to which this is due to retrenchment, dismissal, leave, employment of substitutes, etc.

In the original memorandum* in the answer to item I-(8) (i) of the Schedule of Subjects we wrote "The average monthly discharges and retirements for 1928 for all causes were 8 per cent. of the total pay-roll".

The figures for Khodaung for 1928 were 6·2 per cent. and for Singu 10·28 per cent.

The combined figure of 8 per cent. has been analysed as follows :—

Resignations.	Retrenchment.	Absence without leave/bad attendance.	Dismissals for neglect of duty, incompetence imprisonment.
2·7 per cent.	1·6 per cent.	1·35 per cent.	2·35 per cent.

The high figures under absence without leave/bad attendance and resignations are largely due to there being no system of granting local leave during 1928 and to the fact that the rapid expansion of the Singu Field in 1927 from

*Royal Commission on Labour Evidence Volume X, Part I, page 39.

a pay-roll of 4,250 to 8,750 attracted many new and quite unsuitable men to that Oilfield.

The average monthly discharges and retirements for 1929 for all causes for all fields was 5.84 per cent. of the total pay-roll analysed as follows :—

Resignations.	Retrenchment.	Substitutes—men engaged to work in place of men on local leave.	Dismissals for neglect of duty, incompetence, bad attendance, imprisonment or other reasons.
1·94 per cent.	1·83 per cent.	·5 per cent.	1·57 per cent.

(3) List of attachments of pay of non-clerical employees of the Burmah Oil Company from 1st January 1929 to 30th September 1930.

Serial No.	Rate of Pay. p. d. Rs. a. p.	Amount of attachments. Rs. a. p.
1	3 13 7	56 2 0
2	1 13 4	151 4 0
3	1 14 10	65 0 0
4	1 13 4	137 4 0
5	3 13 7	79 4 0
6	1 8 8	44 2 0
7	2 8 0	43 12 0
8	0 12 4	19 3 0
9	1 8 8	26 13 6
10	1 2 6	50 6 0
11	1 2 6	77 4 0
12	1 2 6	25 8 0
13	1 1 3	28 12 0
14	1 1 3	45 0 0
15	1 8 8	51 2 6
16	1 2 8	45 0 0
17	1 5 0	50 3 9
18	1 2 6	36 12 0
19	1 2 6	29 8 0
20	2 11 1	44 8 0
21	4 13 0	59 2 0
22	1 0 8	26 2 0
23	1 3 1	40 11 0
24	1 0 8	65 11 0
25	0 15 1	21 4 0
26	1 5 7	34 5 0
	Total .	1,253 15 9

* * * * * *

(4) Statement of accidents in regulated, unregulated and exempted factories of the Burmah Oil Company for the year 1929.

Under appendix 'A' three statements are submitted :—

(i) Showing accidents or injuries to men at work in factories and exempted establishments on the Khodaung Field for 1929, classified according to the extent of the injury suffered.

(ii) Accidents or injuries to men at work in all spheres of employment on the Khodaung Field for 1929, excluding factories and exempted establishments, classified according to the extent of the injury suffered.

(iii) An analysis* of the causes of all accidents or injuries to men at work on the Khodaung Field, whether involving absence from work on medical certificate or not.

*Not printed.

Regulated establishments include 12 per cent. of the total pay-roll. 88 per cent. of our workmen are employed in non-regulated establishments.

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(5) Action taken by the Burmah Oil Company on the enquiries which have been held into fatal and serious accidents.

	Precautions arising out of :—
1. Orders issued by the Agent that :—	An accident at Yenangyat in August 1930.
Expanded metal covers be placed over the top of mud mixing boxes when shale is being dumped by workmen into these mud boxes.	
2. Orders issued that when screwing or unscrewing pipe by means of a jerk line ¾" line must be used in place of ⅝" line as used formerly)	The fatal accident at well No. N. O. C. 47 on 27th July 1929 and the Warden's recommendations.
In place of chain tongs for back ups Dunn Tongs *must be used*. All drillers (both American and Burman) advised to this effect and warned that any one disobeying these instructions would be liable to instant dismissal.	
3. In unloading heavy materials or pipe from lorries—skids are to be used.	An accident at Singu and the Warden's recommendations.

The "Safety First" precautions that have been taken and instructions issued from time to time and shown under Appendix "B".

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(6) Cases of oil dermatitis and any other industrial disease which came to the notice of the Burmah Oil Company during the years 1928 to 1930.

Dermatitis.	1928.	1929.	1930.	Total.
Khodaung	1	2	*Nil.*	3
Singu	4	*Nil.*	2	6
Total .	5	2	2	9

(7) Note by the Burmah Oil Company describing the working of the General Labour Pool and of the Drilling Pool.

General Pool at Khodaung.

The Labour Bureau was opened on January 1st, 1924,. In May after its opening it was found that there was much fluctuation in the unskilled labour employed by various departments. To give more stability of employment it was decided that in the place of one department discharging its unskilled labour, and the same men being engaged a few days later for another department, a general pool of unskilled labour (named the General Pool) should be formed which would be controlled by the Labour Bureau and that departments would indent daily on this pool for their general unskilled labour requirements.

Indents for unskilled labour are submitted under three headings—(*a*) Urgent, (*b*) Normal, and (*c*) As available. During the past six years the number employed in the General Pool has varied from a maximum of 1,900 in October 1926 to 1,100 as at September 30th, 1930.

Owing to the system of classifying the urgency of indents for labour work can be spread out to give full and continuous employment to all the men in the pool.

Up till August last all men in the General Pool had been fully employed and in nearly every month had worked overtime and thereby received wages in excess of their basic pay of Rs. 27 for a 26 day month.

In August 1930, a month of 26 working days, the strength of the General Pool was 1,160. A full work month would be 30,160 men days: actually 29,361 men days were worked, the average time worked by each man in the General Pool was 25·22 days or 97 per cent. of a full month's work. The average earnings for the General Pool for the month of August were Rs. 31-10-8 per man. This average figure includes *maistries* who are paid Rs. 34 a month.

In September 1930, a month of 26 normal working days the average strength of the General Pool was 1,150, a full work month would be 29,900 men days, actually 28,155 men days were worked: the average time worked by each man in the General Pool was 24·44 days or 94 per cent. of a full month's work. The average earnings for the men in the General Pool for the month of September were Rs. 29-13-0 per man.

It has been decided that there is unlikely to be an increase in the class of work normally performed by the General Pool and as all work is now up to date the strength of the Pool will be further reduced so that every man will again have a full month's work.

Drilling Pool.

One of the difficulties of the oil industry in America is the instability of employment: in a lesser degree our labour is affected. A gang of 8 or 10 or 12 men work on a drilling well for any period from one to six months, varying in time according to the difficulties met below the surface. On completion of one well another well for the gang may or may not be ready. Up to 1927 if another well were not ready the gang was discharged and re-engaged if and when necessary.

To stabilise employment in this department a pool limited to a maximum strength of 100 was formed in 1927.

The practice now is that when a well has finished drilling instead of the gang being discharged they are put to work in the drilling pool at a slightly reduced pay, *i.e.*, a man earning Rs. 30 p. m. as a driller helper is paid Rs. 28 a month in the pool, a man receiving Rs. 34 as a driller helper is paid Rs. 31 a month in the drilling pool and so on.

The drilling pool is employed to run casing in other words to assist a full drilling gang during the period of drilling when pipe is inserted in the drilled hole.

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(8) Note describing the procedure followed by men new to the Oilfield applying for work in the Burmah Oil Company.

A note briefly describing Finger Printing and registration for work at Yenangyaung.

Every man working on the oilfields must be in possession of a Finger Print registration card which bears the man's name, father's name, the photo of the man, his finger print, age, any scars or peculiarities, and a serial number. To obtain a Finger Print card an applicant for work must be sent to the Finger Print Bureau with a letter asking for the bearer to be finger printed by a representative of one of the companies operating in the Yenangyaung area, or by the Warden, or by a Twinza (Burman well owner) who for digging and obtaining oil from his well employs finger printed workmen only.

Arrived at the Finger Print Bureau the man is photographed and finger printed and after giving particulars of his district of origin, village, age, etc., he is issued with a temporary pass which is valid for six weeks. This pass does not bear the man's photograph. At the end of six weeks, provided that the particulars given have been found in order, the temporary pass is exchanged for the permanent pass. In cases of men with a criminal history reference is made by the Finger Print Bureau to the Warden before the issue of the permanent pass.

The finger printed workman then proceeds to the Company or Twinza with whom he hopes to obtain work. Should he apply for work in the Burmah Oil Company he will interview the Labour Superintendent of that Company, who after deciding what work the man is fit to do will give him a chit bearing the man's finger print registration number, the work for which he is to be registered and the grade and rate of pay for such work. The man then hands the chit in at a window of the Labour Bureau and his name is entered in the register of the class of work to which his chit entitles him. Owing to the large number of men who pass through the oilfields and register their names in passing it has been found necessary to insist on registrations being renewed every 15 days.

APPENDIX "A".

(i) Statement showing accidents or injuries to men at work in factories and exempted establishment only of the Khodaung field for 1929, classified according to the extent of injury suffered.

Months.	Deaths.	Total disability.	Permanent partial disability.	Temporary disablement.	
				Over 10 days' disablement.	Under 10 days' disablement.
January	..	..	..	5	33
February	..	..	2	6	30
March	..	..	..	7	30
April	..	..	..	..	22
May	..	..	..	5	34
June	..	..	1	3	26
July	..	..	..	3	24
August	..	..	..	3	20
September	..	..	1	3	29
October	..	..	..	..	25
November	..	..	..	2	28
December	..	..	2	4	25
Total	..	..	6	41	326

Factories and exempted establishments employ only 12 per cent. of the total work people.

(ii) Statement showing accidents or injuries to men at work in all spheres of employment on the Khodaung field for 1929, excluding factories and exempted establishments, classified according to the extent of the injury suffered.

Months.	Deaths.	Total disability.	Permanent partial disability.	Temporary disablement.	
				Over 10 days' disablement.	Under 10 days' disablement.
January	..	..	4	24	153
February	..	..	1	13	91
March	..	..	4	39	97
April	..	..	3	17	102
May	1	..	1	25	122
June	..	..	2	17	115
July	4	..	1	16	101
August	..	..	4	25	72
September	1	..	1	25	100
October	..	..	3	30	96
November	1	..	2	23	91
December	..	..	3	26	136
Total	7	..	29	280	1,276

88 per cent of the total number of workmen are employed in unregulated establishments.

APPENDIX "B".

Safety First precautions taken in addition to special orders issued by the Warden or Factory Inspector.

	Precautions arising out of:—
1. Insistence that injured men be sent for medical treatment immediately, no matter how trivial the injury, in order to avoid the large number of cases of serious septic wounds arising out of the neglect by workmen of trivial cuts and scratches.	Analysis of injuries treated.
2. Safety belts for well-pullers	Representations by the Workers Council.
3. Orders issued in the vernaculars to all Field Electrification employees on engagement as follows:— (1) No man is to work up a service pole within a distance of 6' from live wires. (2) All pole switch operation is to be done by the Operating Staff. (3) If a service power line or lighting line is required to be made dead, operating staff will make same 'dead' on request in writing. They will also short circuit and earth the wires at the place where the men are to work, and then give clearance to that effect, in writing. (4) When the work is completed, operating staff will again make the line alive, after receiving a clearance from lineman in-charge, in writing. NOTE.—Any man found breaking any of the above rules will be liable to instant dismissal.	Routine orders by Fields Electrification Manager.
4. "Safety First" propaganda. Lists of "Don'ts" published in English, Burmese, and Telegu have been posted up in Machine Shop, Blacksmith Shop, Welding Shop. Skilled men have been issued with booklets of "Don'ts".	On Labour Superintendent's suggestion
5. Booklets of "Don'ts" issued to all Well Pullers, in Burmese and Telegu.	On Labour Superintendent's suggestion.
6. "Shops" foremen have lectured the men individually and in groups regarding safety measures, and the precautions to take to avoid accidents.	Superintending Engineer's orders.
7. All Shops are carefully swept at regular intervals and all cuttings, nails, etc., removed.	Superintending Engineer's orders for "Safety First".
All welders have been issued with bottles of 'Eye drops' and droppers for attention to their eyes at any time, chiefly for use if eye trouble develops whilst at home.	
All worn welders gloves available for use in all shops, for all classes of work, to avoid the risk of hands being cut from jagged edges or plate, etc. These are chiefly used by boilermakers, platers, men on grinding machines, etc.	
Goggles ordered for men using grinding machines to prevent 'fires' in the eyes.	
All welders provided with clear glass shields to prevent slag or chips entering the eyes when cleaning a weld.	
All welding cables provided with 'ground' clamps to prevent shock and the men instructed in their use.	
Portable wooden guards made near steam hammers to catch flying chips.	
A light trestle was made for use in Machine Shop for oiling over-head shafting to cut out the use of the ladder.	
A safety coupling and guard boards fitted in blower house as additional safety precautions.	

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